

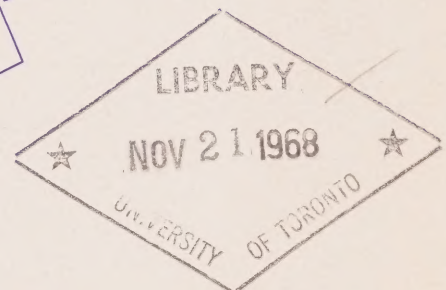
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**MUSKOKA DISTRICT
LOCAL GOVERNMENT REVIEW**



**RESEARCH
REPORT**

CAXON
MA 815
68 R26

MUSKOKA DISTRICT
LOCAL GOVERNMENT REVIEW

R E S E A R C H R E P O R T

AUGUST, 1968

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Commissioner and Research Director

THE UNIVERSITY OF CHICAGO

THE DIVISION OF THE PHYSICAL SCIENCES

DEPARTMENT OF CHEMISTRY

1

1955-1956

RESEARCH REPORT

NO. 1000

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TERMS OF REFERENCE OF THE
MUSKOKA DISTRICT LOCAL GOVERNMENT REVIEW

The Review was instituted on May 10, 1967 to enquire into and report upon:

- (a) the structure, organization, financing and methods of operation of all the municipalities and their local boards in the District of Muskoka;
- (b) all aspects of the functions and responsibilities of the existing local government institutions within the said area, and, in particular, without limiting the generality of the foregoing, inter-municipal relations and problems which concern or may concern any two or more of the municipal corporations or local boards having jurisdiction within the said area;
- (c) the anticipated future development of the area or other changes therein which may require re-organization or revision of the existing system of local government in the area;
- (d) the effect of present and anticipated future projects and operations of the national and provincial governments upon the responsibilities and resources of local government therein;
- (e) any other related matters, including an examination of boundaries, affecting the local government structure within the area.

INTRODUCTION

During the last two decades, Ontario has experienced unprecedented growth and change affecting municipalities throughout the province. Local governments, facing increasingly difficult and complex problems, have also been confronted with rising public expectations. By the early 1960's many areas began to feel a growing concern as to the adequacy of their existing local government arrangements.

This led the Province, in 1964, to launch the first of a series of Local Government Reviews. This initial Review which was in the Ottawa, Eastview and Carleton County Area, was followed over the next couple of years by the commissioning of similar studies in the Niagara Peninsula, the Peel-Halton Area, the Lakehead, and the Waterloo area.

Meanwhile, in Muskoka, growing concern over a variety of problems was reflected in the discussions at the semi-annual meetings of the Muskoka District Council. As a result of these deliberations, the Muskoka District Council, at its meeting in May 1966, adopted by formal resolution a proposal addressed to the then Minister of Municipal Affairs, the Honourable J. W. Spooner, supporting a local government study similar to those under way in other parts of the province, but having regard for the particular problems facing the municipalities of Muskoka. Following consideration of this request by the Minister, his Special Advisor, Dr. Lorne R. Cumming, and the Department's

Coordinator of Municipal Studies, Mr. John Pearson, the Minister announced in November 1966 that subject to the employment of qualified personnel, he would authorize the proposed study to be undertaken. Subsequently, a Muskoka District Local Government Review Study Committee was organized, with a broad membership comprising leading municipal officials and citizens from all parts of the District. One of the first tasks of this Local Study Committee was to assist the Department in defining the Terms of Reference for the Review.

On May 10, 1967, the Minister of Municipal Affairs wrote to the municipalities in the District announcing the appointment of the Research Director, and formally launching the Review. A copy of his letter is included in this report as Appendix A. As the Review got under way the Muskoka District Council, in cooperation with the Local Study Committee under the chairmanship of Mr. Jack Johnston, established a series of Sub-Committees of the Study Committee, each dealing with one or more of the functions of local government in the District. At the same time, the Province established an Inter-Departmental Liaison Committee to work with the Review, comprising a senior civil servant from each of the Provincial departments and agencies having a direct interest in the review area. Each of the members of this Inter-Departmental Committee was appointed to one of the Local Study Sub-Committees.

Nearly forty meetings were held or attended by members of these bodies and the Research Director over the summer of 1967, in order to inform both permanent and summer residents of the Review procedure, and to help identify the problems facing local government in Muskoka. An initial Review Bulletin was also given widespread distribution to cottagers and year-round residents throughout the district.

This phase of the Review culminated in the preparation by the Research Director of a Preliminary Statement of Alternatives which was issued at the fall meeting of the Muskoka District Council, an excerpt of which was distributed to each member of the Muskoka Lakes Association and the Lake of Bays Association.

The suggested alternatives were given serious consideration over the winter months by many of the municipal councils and at a series of joint meetings of the Local Study Committee and the District Council Executive. A second Review Bulletin was then sent to councils, boards, cottagers' associations and other organizations in the District, with an accompanying questionnaire regarding desirable changes in the present system of local government.

From response to the questionnaire areas of agreement and disagreement began to emerge and were analyzed in a third bulletin, designed to set the stage for a series of workshop discussions at the

spring 1968 meeting of the Muskoka District Council.

This meeting was attended by the Honourable W. Darcy McKeough, now Minister of Municipal Affairs, who used the occasion to launch the Review into its next stage by announcing the appointment of the Research Director as Review Commissioner. This is the first Review in which the same person has been given the dual responsibility of serving as Special Commissioner and Research Director. The Minister outlined the following schedule necessary to complete the Review after the publication of the Research Report:

- the submission of basic recommendations by the Commissioner in an interim report by the end of September 1968
- the holding of public hearings in November 1968
- the presentation of the Commissioner's final report and recommendations early in 1969

The fundamental question to be answered by the Review is: Can the existing structure and organization of local government meet the present and future needs of Muskoka, and if not, what changes are required?

The Research Report is designed to assist in answering this question by providing a fund of factual information on the review area, its problems, and the present capabilities of its local government. It is hoped that this report will prove useful to those organizations and

individuals making submissions to the Review.

It has not been possible to cover every aspect of such a complex subject, and undoubtedly the report contains some errors or overlooks some important details. Those preparing briefs are requested to provide additional pertinent information, and to bring any errors to the attention of the Commissioner.

The research report goes somewhat farther than comparable reports of the other local government reviews in identifying the problems facing Muskoka, and the evident shortcomings of the present local governments in meeting them. In doing so, every attempt has been made to be objective, but it is likely that some deficiencies have been given too much emphasis, and others too little. It is important that such matters be brought to the attention of the Commissioner, and it is suggested that this be done by letter, telephone, or personal contact over the next month or two, rather than waiting to do so at the public hearings in the fall.

For those intending to present submissions to the Review, some notes which may assist in the task are presented in Appendix B.

PART ONETHE REVIEW AREACHAPTER 1THE PHYSICAL AND HISTORICAL SETTING

The history of the area under review has been very largely determined by three factors: the physical setting, location, and transportation. The term "physical" is used here in a broad sense to include the geology, physiography, topography, soils, vegetation climate, water coverage and drainage.

The interplay of these characteristics with the location of the area and the means of transportation available to man provide a constant theme in the story of Muskoka.

PHYSICAL CHARACTERISTICS

The area is located on the Pre-Cambrian Shield adjacent to its southern edge, and due north of Toronto. The forty-fifth parallel of latitude traverses the district, the line running just south of Bracebridge and Bala. Muskoka therefore lies south of both Ottawa and Montreal, the northeast corner of the district being due west of Ottawa and east of the Town of Parry Sound.

The geology and physiography of the area are typical of the Canadian Shield, with rugged rock formations composed of granites and gneisses underlying most of the area and frequently appearing as outcroppings without soil cover. The topography is rough, rugged and irregular, with an endless alternation between hill and valley. The elevation is generally highest in the northeastern portion of the district where the altitude ranges between 1000 and 1500 feet above sea level. The land slopes to the west, and to a lesser extent to the south, reaching a general elevation of about 600 feet in the vicinity of Georgian Bay. Because of the rugged terrain, the difference in elevation between adjacent valleys and hills is generally between 50 and 100 feet, but frequently approaches 200 feet. Adjacent lakes with significantly different surface elevations are accordingly found in several parts of the area, perhaps the best known example being the 100 foot drop from the Lake of Bays to Peninsula Lake, only a mile to the north. Smaller lakes to the east of the Lake of Bays are 100 to 200 feet higher again, while to the west the altitude of the Muskoka Lakes is about 300 feet lower, with a further 150 foot drop to the level of Georgian Bay.

The soil cover of the area is generally thin, and with the exception of a few pockets has been classified by The Canada Land Inventory as either entirely unsuitable, or having very severe

limitations for agricultural use. The only sizable exceptions are in the vicinity of Mary Lake and Lake Vernon, with smaller pockets found just east of Sparrow Lake, and east of Lake Muskoka in the vicinity of Bracebridge and Gravenhurst. Even these pockets are classified as having severe limitations that restrict the range of crops or require special conservation practices, the soils having adverse characteristics with only low to fair productivity for most crops although a specially adapted crop may do well in them.

The most notable feature of the vegetation is the prolific tree cover. White pine, hemlock, yellow birch, red pine and hard maple are found in the areas of adequate soil and moisture, while black spruce, cedar and tamarack grow in the more poorly drained areas and white pine, white birch, poplar and red oak are found on dryer sites.

The climate is influenced by the prevailing winds which come from the west, bringing moisture from Lake Huron and Georgian Bay. The annual rainfall in Muskoka is about 35 inches, approximately the same as in the Toronto area to the south, but the annual snowfall which ranges from an average of 110 inches in the western portion of the district to about 100 inches in the eastern section, is more than double that around the western end of Lake Ontario. The average annual temperature for the region is 42 degrees fahrenheit, ranging from a

mean annual minimum of 25 below to an average summer maximum of 90 degrees. The summer climate is generally ideal for outdoor activities, as indicated in Table 1.

TABLE 1.

AVERAGE SUMMER TEMPERATURES
AND RAINFALL IN MUSKOKA

	<u>May</u>	<u>June</u>	<u>July</u>	<u>August</u>	<u>September</u>
Maximum daily temperature	64.2	72.9	77.4	76.1	67.0
Minimum daily temperature	40.4	50.3	54.4	52.9	45.6
Mean daily temperature	52.3	61.6	65.9	64.5	56.3
Precipitation - inches /month	3.22	3.07	3.66	2.81	3.88

Source: Ten year record of readings at Muskoka Airport,
Department of Transport, Meteorological Branch.

The combination of adequate annual precipitation and irregular terrain has created the most notable feature of the review area, the hundreds of lakes which dot the surface of the land form. The District of Muskoka lies entirely within the large Lake Huron watershed. Two subsidiary watersheds drain different parts of the area. The most important is the Muskoka River system which with its north and south branches drains the Lake of Bays and Lakes Vernon, Fairy, Peninsula

and Mary to the Muskoka Lakes, and thence to Georgian Bay. The second subsidiary drainage area is that of the Severn River, which with its tributary the Black River, drains the southern portion of the district. In fact the southern boundary of the District of Muskoka follows roughly the centre line of the Severn-Black River drainage basin.

Of a total area of just over 1,000,000 acres, approximately 150,000 acres or nearly 15% of the District of Muskoka is under water. This has been a factor of great significance in the historical and economical development of the review area, and in looking toward the future it is clear that the question of water use must receive equal consideration with that of land use if the interests of the district are to be adequately protected.

HISTORY

Four major phases are evident in the history of the review area, and although these show considerable overlapping in time it will be useful to distinguish them in this brief historical resume. The four phases may be referred to as the eras of pre-settlement, settlement, lumbering, and tourism. Each phase reflects a different interplay of the physical features and location of Muskoka with the means of transportation available at the time.

The Pre-Settlement Era

Because of its physical characteristics, the Muskoka area

APPROXIMATE LAND AND WATER ACREAGE BY TOWNSHIP
IN THE DISTRICT OF MUSKOKA

<u>Township</u>	<u>Total Acreage</u>	<u>Water Acreage</u>	<u>%</u>	<u>Land Acreage</u>	<u>%</u>
<u>Organized</u>	<u>917,500</u>	<u>116,300</u>	<u>13</u>	<u>801,200</u>	<u>87</u>
Brunel	44,800	2,800	6	42,000	94
Cardwell	49,000	2,300	5	46,700	95
Chaffee	49,000	3,600	7	45,400	93
Draper	41,600	800	2	40,800	98
Franklin	44,800	12,300	27	32,500	73
Freeman	59,000	7,000	12	52,000	88
McCaulay	41,600	900	2	40,700	98
McLean	41,600	3,700	9	37,900	91
Medora & Wood	148,200	31,000	21	117,200	79
Monck	39,500	5,600	14	33,900	86
Morrison	41,600	4,500	11	37,100	89
Muskoka	49,000	20,300	41	28,700	59
Oakley	44,800	2,600	6	42,200	94
Ridout	44,000	3,700	8	40,300	92
Ryde	39,000	1,000	3	38,000	97
Stephenson	46,200	3,200	7	43,000	93
Stisted	46,200	3,000	6	43,200	94
Watt	47,600	8,000	17	39,600	83
<u>Unorganized</u>	<u>162,600</u>	<u>31,900</u>	<u>20</u>	<u>130,700</u>	<u>80</u>
Baxter	54,800	17,200	31	37,600	69
Gibson	72,800	12,000	16	60,800	84
Sinclair	35,000	2,700	8	32,300	92
<u>Total</u>	<u>1,080,100</u>	<u>148,200</u>	<u>14</u>	<u>931,900</u>	<u>86</u>

provides a suitable habitat for wildlife and fish, which were abundant in the pre-settlement period. Although the area could have supported a considerable Indian population, it evidently harbored only nomadic tribes. In Champlain's time, the Hurons lived a settled life and cultivated the soil in the area south of Muskoka between Georgian Bay and Lake Simcoe. They used the Muskoka area and beyond as a hunting ground and travelled its waterways in their role as middlemen in the fur trade with the French. Although of the same linguistic group as the Iroquois to the south, the Hurons were bitter enemies of the Iroquois, and on friendly terms with the nomadic Algonquin tribes to the north with whom they traded for furs.

The Iroquois, grown dependent upon trade with the white man and facing ever greater difficulties in procuring furs, attempted to gain a share of the northern fur trade by treaty, but when that failed resorted to war. In 1649 they invaded and destroyed the Huron nation and massacred many of the Algonquins. Although the Iroquois now held the area as far north as Lake Nipissing, they were unable to gain absolute control over the fur empire of the Hurons and gradually an Algonquin tribe, the Ottawas, moved into the trade that the Hurons had controlled before they were destroyed. The power of the Iroquois slowly declined until in the latter part of the 17th Century, two Algonquin tribes, the Mississaugas and the Ojibways (also known as Chippewas) began to move back into the area.

A Chippewa band under a chief known as Yellowhead was most closely associated with the Muskoka district, and from the name Yellowhead - Mesqa Ukie or Mesquakie - the name Muskoka was probably derived. Yellowhead fought with the British during the war of 1812 and afterwards settled near Orillia about 1830. The coming of white settlement forced him to leave however, and in 1838 he moved to Rama, where the present Chippewa band lives on a reservation.

The original band under Yellowhead was known as the Chippawas of Lakes Simcoe and Huron. They ceded portions of their territory from time to time, until little remained to them. In 1836, they signed an agreement for the sale of most of their remaining lands in return for the interest on one-third of the proceeds, and although they were later to press claims that the terms of sale and payment were unsatisfactory, they were able after this sale to split into three bands and purchase reserves with their own funds at Rama, Snake Island in Lake Simcoe, and Beausoleil. Finally in 1850, a treaty was signed by the principal Ojibway Indians, ceding a large area from Penetanguishene to Lake Superior, and although Yellowhead and his band had no part in this treaty, it was interpreted to include all the lands previously uncaded in Muskoka. Considerable dissatisfaction remained among many of the Indians however, and the government finally ordered an official enquiry which resulted in acknowledgment of the justice of the Indians' claims for further compensation.

In 1923, the Government of Ontario paid \$500,000 compensation to the Chippawas and Mississaugas for the loss of hunting, fishing and trapping rights over a 20,000 square mile area between Lake Ontario and Georgian Bay, and including parts of Muskoka.

The payments involved in these various Indian treaties of course represent but a pittance in terms of to-day's real estate values, but the Indians could hardly have foreseen the vast use-potential of the lands for other than hunting and fishing purposes. Indeed such failure to foresee changes which the future would bring to Muskoka has been shown many times since in the relatively short history of the district.

Of the early white explorers in the area, Samuel de Champlain was the most notable. He spent the winter of 1615-1616 with the Hurons just south of Muskoka.

In the days of canoe transportation, a water route across southern Ontario from Lake Ontario to Lake Huron was of great economic and military significance, and Muskoka's location at the southern edge of the wedge of the Canadian Shield which juts down into the province between Ottawa and Georgian Bay brought many of the early explorers to the district.

Two main routes from Montreal to Lake Huron became known at an early date: a northern route via the Ottawa River and Lake Nipissing,

and a southern route via the Trent River, Lake Simcoe and the Severn River. Many of the early explorers were searching for a more direct alternative route between Ottawa and Georgian Bay. After the war of 1812, the British Government began a more organized and deliberate search for such a route. Although the search failed to find a feasible alternative, this period of intensive exploration made known the main lakes and rivers of the area, and resulted in the first reasonably accurate and complete maps of this part of the Canadian Shield.

Meanwhile interest was growing in the prospect of colonization, and the first surveys for settlement were commenced. In 1847 a survey party under Robert Bell ran a line from the Madawaska River at Bark Lake, to the Muskoka River near the site of the present Town of Bracebridge. Bell's Line ran between the present Townships of Ridout and Hindon, McLean and Oakley, Macaulay and Draper.

During the following decade, the area was surveyed for settlement and divided into townships and farm lots. In 1852 the Legislative Assembly voted to open the territory between Ottawa and Georgian Bay to settlement. It was realized however, that access by water alone would not be sufficient for this purpose, and accordingly in 1854 the Government announced a plan of road building that would open the whole tract from the Ottawa River to Georgian Bay.

There were to be two main east-west roads, one in the north

curving from Ottawa to Georgian Bay at the mouth of the Magnetawan River, and one in the south following Bell's Line. Intersecting one or both of these there was to be a series of north-south roads, of which the most important of those actually constructed were the Muskoka, Victoria, Bobcaygeon, Burleigh, Hastings, Addington, and Frontenac. The Muskoka road perhaps more than any of the other colonization roads, fulfilled the dreams of those who planned it. The route was from the head of navigation on Lake Couchiching to the Grand Falls on the Muskoka River, where it was to intersect the Bell's Line road. Work began in 1858 and by 1860 the Muskoka road was located to the falls on the south branch of the Muskoka River and was open for travel to the present site of Gravenhurst. The need for a Georgian Bay port to serve the new settlements was also foreseen, and Parry Sound was picked for this purpose. Accordingly a road was built from a point on the Muskoka road about nine miles north of the Muskoka Falls to Parry Sound, being completed in 1867.

The Bobcaygeon road was commenced in 1856, and by 1863 it had reached the Oxtongue River in the Township of Franklin. The line of this road was subsequently to serve as the eastern boundary of Muskoka District. Although a route had been surveyed extending it northward to Lake Nipissing, the northern portion was never built. Instead, at the demand of early settlers in the 1870's, a spur of the Muskoka road was constructed from a point just north of Huntsville around Fairy Lake,

Peninsula Lake, and the Lake of Bays to meet the Bobcaygeon road not far from Dorset.

When it came time to build the Bell's Line road, it was concluded that a better route could be found about one township to the south of Bell's surveyed Line, and construction was begun in this location except for a few miles at the western end where it turned sharply north to a point on the Muskoka road near the Great Falls. Meanwhile it was renamed the Peterson Road, after the surveyor of the more southerly route. Although it was reported in 1863 that this road had been completed, opening a land route between Muskoka and Ottawa, it was never satisfactory or much used, and parts were overgrown and closed to traffic by the 1870's.

The Settlement Era

In 1858 two Crown Land Agents were appointed and in the following July the Townships of Draper, Macaulay and Muskoka were opened for sale and for free grants to actual settlers in the vicinity of a public road. Meanwhile the townships in Muskoka were in 1858, made part of the counties of Victoria and Simcoe respectively, the line of division running along the western boundary of the Townships of Ryde, Draper, Macaulay, Stephenson and Stisted. The Simcoe County Council in 1865 drew the attention of the Government to several weaknesses in the system of disposing of land for settlement, and in 1868 the Free Grants and Homestead Act was passed by the Province, establishing free grants

to actual settlers and imposing strict settlement duties. Following the passing of the Act, the Townships of Humphry, Cardwell, Watt, Stephenson, Brunel, Macaulay, McLean, Muskoka, and Draper were opened for free grants.

The lot of the settlers was full of hardships, and although some successful farms were established in the areas having better soils, the battle against forest and rock proved too much for settlers in many parts of the district. In much of the area, where the soil was only a thin layer over the Pre-Cambrian rock, clearing the trees opened the way to erosion. To the difficulty of growing a crop, was added the difficulty of bringing in needed supplies over the poor roads, and many of the settlers had to face the prospect of subsistence farming at best - augmented by lumbering during the winter months - and giving up their land grant at worst.

Despite the hardships the population grew. In 1859 there were 54 locations and by 1861 a population of 190 was reported on the free grant lands. In the late 1860's the Provincial Government advertised the free grants in Canada, Great Britain and a number of European countries. Partly as a result of this the census showed a steady rise in Muskoka's population: 5,360 in 1871; 12,973 in 1881; 15,666 in 1891 and 20,971 in 1901. But although the total population was rising, the rural townships had begun to decline well before the turn of the century. By the late 1870's,

the opening of the Canadian west began to lure many of the unsuccessful settlers to give up their grants and go west to start new farms on homesteads free of tree and rock.

The strong desire for independence which motivated the early settlers soon led to requests for local self-government. Morrison and Muskoka Townships were united and incorporated by a Simcoe County by-law in 1864. They received their separate incorporations from the Province in 1865 and 1869 respectively. In 1867, Draper, Macaulay, Stephenson and Ryde were also organized into one municipality by the County of Victoria and Oakley was added in the following year. That area was found to be too large however, and in 1869 the settlers petitioned the Province to form separate municipalities.

With the organization of local governments, the settlers obtained a means of looking after their own local affairs, and an official channel for the expression of grievances to the Province. The division of the district between the two counties of Simcoe and Victoria was the first such grievance to call forth local action. The settlers found the obligation of going to Orillia or Lindsay to settle even minor court actions an intolerable burden. In 1868, Morrison, Muskoka, Monck, Watt, Humphry, Stephenson, Brunel, Macaulay and Draper petitioned the government for a Division Court and Registry Office to be set up at Bracebridge. Although this request was met, the administration of justice in general remained with

the two counties. In 1869 this administrative division proved so inconvenient that a petition was presented asking that the townships in Muskoka be united into a junior county temporarily annexed to Simcoe. A bill to this effect was introduced into the legislature but failed to pass.

The administration of justice was a burden for the counties as well as the settlers and during the latter half of the 1870's Simcoe County protested to the Province the expense of administering justice in an unorganized district from which it derived no revenue. A decade was to pass however before Muskoka was established, in 1888, as a District separate from the counties of Simcoe and Victoria.

The Lumbering Era

Muskoka was fortunate in having a plentiful supply of timber available when the export market was strong. When cutting first began the demand on the British market was for square pine timber to use as ship masts or rafters. This required the tallest soundest trees of good diameter, and great waste resulted from disarding logs which did not meet the requirements, and from the squaring. This demand which was strong when cutting first began in Muskoka, reached its peak around 1865 and then declined to be replaced by a British demand for planks about three or four inches thick, and by a growing American demand for planks and saw-logs. Lumbering in Muskoka reached its peak toward the turn of the century. At first the timber was taken out by stream and river, but the numerous rapids and falls in the district made such timber driving

difficult. The coming of the railways therefore brought a great development in the lumber trade. By the 1880's Gravenhurst had 14 sawmills and was a centre for the industry, following the construction of the Northern Railway to Gravenhurst in 1875.

The interests of the lumbermen and settlers were generally in opposition, and although many of the settlers had to augment their income by working in lumber camps during the winter months, there was much friction over the question of timber rights on settled lands.

There is no doubt however of the role that lumbering played in opening up the country, and justifying the early extension of the railway into the district.

The Tourist Era

Although the earliest tourists began to arrive with the construction of the Muskoka road and the numbers began to grow when regular stage coach service was established on this road, the first phase of the tourist industry in Muskoka really began in 1866 when the first steamer on the Muskoka Lakes, the Wenonah, was launched. This was followed by other steamers on the Muskoka Lakes, by the construction of the Northern Railway to Gravenhurst in 1875, to Bracebridge in 1885 and Huntsville in 1886, and by the launching of a steamer at Port Sydney in 1877. The construction of locks at Port Carling and between Fairy and Mary lakes and of a canal between Fairy and Peninsula Lakes, along

with a short railway between Peninsula Lake and the Lake of Bays, completed a railway-steamboat transportation system which opened up all the large lakes in the District.

This system made it possible for the well-to-do to travel in comfort to the rugged and beautiful north, and ushered in Ontario's first boom in tourism which coincided with the period of general economic prosperity that started in 1896. From then until just before the first World War was the period of the great "Houses" or resort hotels such as Milford Bay House, Wingberry House, Stratton House, the Beaumaris Hotel, and the Brighton Beach Hotel. It was also the period of early cottage or "summer home" development when Muskoka became firmly established as a socially desirable place to vacation.

The economic depression of 1913 and the years of the first World War marked the end of this first tourist boom, and although many of the large resorts survived to prosper again during the 1920's, another significant change in transportation began to make its influence felt during the post-war decade. This was the growth in car ownership, which was to restore road transportation to the dominant role it had played before the arrival of the railway, and to make a Muskoka vacation generally feasible for members of the middle class. The 1920's marked the beginning of a period of transition to a more egalitarian society, a transition which continued through the depression of the 1930's and the second World War,

and which did not make its full impact felt until the post World War II era.

The second tourist boom of the 1920's saw the emergence of the middle class resorts on Lake Simcoe and Georgian Bay and a shift in the clientele of the great Muskoka Houses to include more of the newly-rich and some of the not-so-rich. In the latter part of the decade, the influx of American tourists reached a peak which was not attained again until after the second World War.

The depression of the 1930's ended this second recreational boom, just as depression had ended the first.

The 30's followed by the war years, may be regarded as the third phase in the history of tourism in the review area. Although this was not a boom period, it brought significant changes which foreshadowed many of the characteristics of the third boom which followed the war.

In spite of the depression the curve of car ownership in Ontario, after dropping slightly in the early 30's, began to climb once more at about the same rate as during the early 1920's. The influx of American tourists dropped much more sharply, but also began to recover in the latter part of the decade.

But money was still scarce, and the resort hotels were too expensive for most vacationers. This situation created a market for cheaper kinds of tourist accommodation, such as the roadside and lakefront cabin,

the snack stand, the tenting ground and the cheap site for a small cottage of one's own on or near a lake or river. Interest in Crown cottage lots rose to a higher level than had been reached during the boom of the 20's. The common feature of all these developments was their accessibility by road, perhaps followed by a short trip in a small outboard boat. And accompanying the developments were growing provincial and municipal road budgets which by the early 1940's had made almost all the desirable parts of the review area accessible by car.

The second World War with its resulting restrictions on building materials and gasoline, marked the end of this third phase. In the post-war period, the third boom both in the economy and in recreational activity began, a boom that has persisted to the present day. In Muskoka, as in the resort areas of Ontario generally, two phases of this boom are apparent.

The first may be referred to as the good years of the 1950's, when the developments which had begun during the 1930's were continued. During this phase much of the remaining lake frontage was taken up for private cottage and commercial cabin development, the number of snack bars, service stations, and other highway commercial uses continued to increase, and the motel began to appear in place of the roadside cabin. Meanwhile, the population of the urban areas in Southern Ontario and the Northern United States from which the vacationers came, continued to

grow at an explosive rate, as real incomes and leisure time mounted.

To many, it appeared that the trends of the 1950's must continue unabated.

But some significant changes were taking place. Transportation improvements had not only made the resort areas of Muskoka more accessible, they had also made travel to far-away places feasible for the average family. And with improved equipment and the opening of more Provincial Parks, camping, always an inexpensive form of holiday, had become more and more attractive to the larger families of the "baby-boom" generation of parents. As the costs of owning a cottage mounted, particularly within reasonable travel time of the large cities, and as the cost of taking a family to a commercial resort also mounted with higher prices and the size of the family, a camping boom emerged.

At the same time, many vacationers began to seek more variety in their travels, trying something new each year. Thus although tourists were spending more than ever before, they were spending in different ways and different places than they had during the 1950's. The Muskoka tourist establishments were accordingly faced with stiffer competition. Attractions which had been adequate in the 1950's increasingly fell short of the standards expected by a more demanding market.

The recession of the early 1960's along with the growing impact of these changes in tourist preference, began the second phase of the post-war period of tourism in Muskoka. With regard to cottage development,

now firmly established as the mainstay of the area's tourist economy, the immediate impact of this new phase was slight. But the Muskoka resort operators found themselves faced with greater competition for the tourist dollar on the one hand, and continuously rising costs on the other. They obviously needed to upgrade their establishments and gain the efficiencies of larger-scale operations in order to meet their increased competition, but how could they afford to do so? Their problem was made more difficult by the reluctance of investors and lending institutions to risk money in a type of enterprise which traditionally has only a short summer season in which to meet expenses and show a profit.

Added to these problems are a host of others, arising from various pressures for growth and change. The beginnings of larger-scale industrial development, the threat of pollution, the need for higher standards of planning and development control, and the mounting pressure for public park facilities and water access points all confront tourism in Muskoka as we enter the last third of the 20th Century. And the population forecasts for the urban areas to the south leave little doubt as to the pressure for change which Muskoka will have to deal with in the foreseeable future.

Since the decline of the lumbering industry around the beginning of this century, tourism has been the mainstay of the district's economy.

In its natural endowments, its location, and its transportation connections with the heavily-populated areas to the south, there is no doubt that Muskoka can remain one of the prime recreational areas in the province. This need not rule out other activities which would diversify the economy, but it does emphasize the need for effective long-range planning if man is to make the best use of the area's many assets.

CHAPTER 2POPULATION AND THE ECONOMYPOPULATION

In 1966 the population of Muskoka District reached 27,691, an increase of 12% over the 15 years since 1951. This rate of growth was considerably below that of the province as a whole which experienced an increase of 50% over the same period. More recently between 1961 and 1966, Muskoka's population grew by 3.7%, still lagging behind the provincial rate of 11.6%.

During the period from 1951 to 1966, the population in Muskoka became slightly more rural in nature despite a decrease in farm land area of some 45%. Urban population declined from 36% to 35% of the total while rural population showed a corresponding increase. The rural farm population however, declined from 12% to 5% of the total and also declined absolutely by over 4%; rural non-farm population increased its share of the total from 52% to 60%. This is in contrast to the province as a whole, where the rural non-farm population maintained a constant 13% of the total over this whole period. A comparison of these changes in the rural-urban population distribution is given for Muskoka and Ontario in Table 2.

TABLE 2. RURAL-URBAN DISTRIBUTION OF THE POPULATION
IN THE DISTRICT OF MUSKOKA AND THE PROVINCE
OF ONTARIO, 1951, 1961 AND 1966.

		<u>Total</u>	<u>Rural</u>			<u>Urban</u>
			<u>Total</u>	<u>Farm</u>	<u>Non-Farm</u>	
		<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
District of Muskoka	1951	100	64	12	52	36
	1961	100	66	8	58	34
	1966	100	65	5	60	35
Province of Ontario	1951	100	27	14	13	73
	1961	100	21	8	13	79
	1966	100	20	7	13	80

Source: Census of Canada.

In view of a declining forest industry and farm acreage, it is likely that the increase in non-farm rural population is due in part to the settlement of retired people in the district, in part to the settlement of employees of some of the new industrial establishments recently attracted to the district, and in part to the spillover of growth beyond present town and village boundaries.

Natural Increase and Migration

In the years between 1951 and 1966 actual population growth in Muskoka amounted to 2,978 persons. As natural increase, i.e. births

over deaths, accounted for 4,520 persons, a net out-migration of 1,542 persons must have occurred. Participation in this out-migration was mainly confined to the 15-19 and 20-24 age groups. The 20-24 age group showed the greatest migration activity, probably in search of greater and more varied occupational or educational opportunity than was offered in Muskoka. Potential growth in the tourist trade, and in manufacturing activity may reduce the out-migration in the future, and the improvement of educational opportunities in and adjacent to the district may also help retain the area's young adults. Unless local job opportunities can be increased proportionally however, it is clear that out-migration must continue.

Even if the rate of out-migration should be slowed, this is unlikely to do little more than offset the declining rate of natural increase which is being experienced here as in all other parts of the province. The vital statistics in Muskoka for the years 1961 to 1965 are given in Table 3.

TABLE 3. VITAL STATISTICS IN THE DISTRICT OF MUSKOKA,
 1961 TO 1965 INCLUSIVE

	<u>Births</u>	<u>Deaths</u>	<u>Natural Increase</u>
1961	569	265	304
1962	578	280	298
1963	540	282	258
1964	491	274	217
1965	432	277	155
	<hr/>	<hr/>	<hr/>
Total	2610	1378	1232

Source: Dominion Bureau of Statistics

Although this declining rate of natural increase may be expected to level off sooner or later, and perhaps subsequently rise again, it seems unlikely that it will again attain the high levels of the 1950's in the foreseeable future.

Thus, even with sufficient economic growth to reduce the out-migration, Muskoka's future population seems unlikely to increase at a significantly faster rate than in the past.

Population Forecasts

Two different population forecasts have been prepared by the Province. The first, made in 1963, and using 1961 as a base year, was somewhat more optimistic because the full impact of the declining birth rate was not yet apparent. This forecast showed a 25% increase for Muskoka over the period 1961-1981, giving a total in the latter year of 33,300.

The second forecast was prepared during the past year, using 1966 as a base year, and taking account of the more recent decline in the birth rate. This projection indicates a 15% increase for Muskoka over the period 1966-1990, giving a total for the latter year of 31,900. The two forecasts are set out in Table 4.

 TABLE 4. POPULATION FORECASTS, DISTRICT OF MUSKOKA.

<u>Forecast #1</u>	<u>1961</u>	<u>1971</u>	<u>1981</u>	<u>% Change 1961-1981</u>
District of Muskoka	26,705	29,100	33,300	25%
Province of Ontario	6,236,092	7,787,500	9,891,300	59%
<u>Forecast #2</u>		<u>1966</u>	<u>1990</u>	<u>% Change 1966-1990</u>
District of Muskoka		27,691	31,900	15%

Source: #1 Department of Economics and Development
- prepared in 1963.

#2 Department of Municipal Affairs - prepared in 1967.

Seasonal Population

The above population figures refer only to the permanent or year-round population of the district, of course. When we turn to consider the seasonal or temporary population of Muskoka, a picture emerges which is in sharp contrast with the picture of permanent or year-round population given above.

Unfortunately, reliable figures for the seasonal population are not available, and are extremely difficult to develop. This is largely due to the fact that temporary population, by its very nature, is highly mobile

and fluctuates sharply from week to week and even day to day. Thus, even if a comprehensive count could be made on a given day, this would only provide part of the information needed; the relationship of the chosen day to the low, average, and peak days during the season would have to be known also in order to interpret such a one-day count.

The seasonal population also comprises several components, each of which probably fluctuates somewhat differently over time. Among these components, the following are probably most significant:

- Cottage owners
- Cottage renters
- Visitors of cottage owners or renters
- Tourists staying at commercial tourist establishments
- Campers
- Visitors of permanent residents

Each of these groups may be further divided into those who are staying for the season, those who are there for a vacation of one or more weeks, those who are up for a week-end and those who are merely staying for a day, or over-night. The mixture of these various components will also differ in each of the seasons. It is important to note moreover that although the largest influx takes place in the summer, significant temporary population is now also found in Muskoka during each of the other seasons.

From the above, it will be clear that the peak and average totals during a season will differ significantly. It is also likely that the daily and weekly fluctuations are so great as to make an average figure of only general

use for planning purposes. Nevertheless, some measure of the seasonal population, particularly for the summer months, is essential to a proper understanding of Muskoka; and an estimate of the average is the most feasible to prepare with the data available.

Based essentially on an inventory of the accommodation available, and on occupancy data obtained from sample surveys, such an estimate has been prepared for the summer of 1966, and is presented in Table 5. The indicated total is about 91,000, which along with the permanent population, gives a combined total of about 119,000.

It must be stressed of course, that this is an estimate, subject to sampling error with regard to the occupancy factors, and subject to any inaccuracies in the inventory of accommodation. The assumptions made with regard to children's camps and accommodation for seasonal employees, and with regard to the number of visitors of permanent residents, may also be open to question. If anything, it is felt that the estimate probably errs on the low side, due to possible under-counting of the accommodation and seasonal employees; but an error in the other direction is also possible.

Nevertheless, the technique is believed sound enough to give a reliable indication of the probable magnitude of summer seasonal population as compared to the permanent year-round population of the District. The estimate indicates a summer average of about four and one-half times

TABLE 5.

ESTIMATED AVERAGE SUMMER SEASONAL POPULATION
IN THE DISTRICT OF MUSKOKA, JULY - AUGUST, 1966

A. IN VACATION ACCOMODATION

	Total	Occupied		Persons Per Occupied Unit	Total No. of Persons
		%	No.		
Private Cottages	14683	80	11746	4.6	54032
Commercial Establishments - total	7377	65	4767	3.4	16231
- Resorts	3524	63	2220	3.5	7770
- Cottages	1729	59	1020	4.2	4284
- Hotels	1177	63	742	2.5	1855
- Motels	594	90	535	2.9	1552
- Cabins	312	72	225	3.2	720
- Tourist Homes	41	62	25	2.0	50
Campsites	1645	19	313	3.9	1221
Total	23705	71	16826	4.2	71484

B. AT CHILDRENS' CAMPS

Estimated capacity 15,000; estimated average no. of campers 10,000

C. IN STAFF QUARTERS OR OTHER ACCOMODATION

No. of seasonal employees 5,877

D. VISITING PERMANENT RESIDENTS

Estimated: one visitor for every seven permanent residents 3,955

Grand Total 91,316

Source - A: No. of private cottages from a special study by the Research and Special Studies Section, Community Planning Branch, Department of Municipal Affairs.

Other data based on surveys by the Travel Research Branch, Department of Tourism and Information.

- B: Capacity estimate - Regional Supervision, Department of Tourism and Information.

Occupancy estimated by the Review Staff.

- C: No. of seasonal employees from a special study by the Research and Special Studies Section, Community Planning Branch, Department of Municipal Affairs; assumption regarding their accomodation made by the Review Staff.

- D: Estimate by the Review Staff.

the permanent population, and it is probably safe to assume that on peak days in the summer a ratio of 6 or 7 to 1 is attained.

It should also be noted that these figures indicate only the number of people at a given date, and not the total number of visitors to the district over a summer season. When turnover is taken into account along with visitors during the other seasons of the year, it is apparent that Muskoka plays host to a very large number of visitors during the year. For 1966, the Department of Tourism and Information has estimated that approximately 1,600,000 tourist visits were made to Muskoka for periods ranging from part of a day to several months. In such an estimate, persons returning for more than one visit are of course counted more than once, but even allowing for this the number of persons paying one or more visits to Muskoka in a year probably approaches a million. Thus the future well-being of the District is of concern to a far greater number of people than the permanent population figures would indicate.

From the figures in Table 5 there are evidently two cottagers for every year-round resident, and this group in particular must share with the permanent residents a concern for the future of Muskoka.

Seasonal Population Forecasts

There are several indications that the seasonal population has been increasing at a much more rapid rate than the permanent population, and this trend is expected to continue.

A cottage count made in 1963 by the Department of Highways for all of the District except the unorganized townships of Gibson and Baxter, indicated a total of 11,066 cottages at that time. Comparison of this figure with the 1966 count of 12,073 made for the same area by the Department of Municipal Affairs, indicates an average increase over this three year period of 3% per year. Even allowing for a difference in accuracy of the two counts which might have inflated the evident increase, it would appear that the rate of cottage increase must be significantly greater than that of permanent population growth, which it will be recalled was only 3.7% over the entire five year period from 1961 to 1966. A similar picture is given by the record of Ontario Hydro contracts for seasonal residences which is given in Table 6.

TABLE 6. ONTARIO HYDRO CONTRACTS FOR SEASONAL RESIDENCES
IN THE DISTRICT OF MUSKOKA, 1951 - 1967.

<u>Year</u>	<u>No. of Contracts</u>
1951	4,710
1952	5,155
1953	5,541
1954	6,086
1955	6,771
1956	7,430
1957	8,049
1958	8,718
1959	9,461
1960	9,851
1961	10,410
1962	10,948
1963	11,472
1964	12,194
1965	12,745
1966	13,342
1967	13,907
Net increase 1951 - 1967	9,197

Source: Hydro Electric Power Commission of Ontario

In part of course, the increase in Hydro contracts simply reflects new connections and not new cottages; but even allowing for this, it appears likely that the number of cottages in Muskoka has probably doubled over the past fifteen to twenty years.

Looking to the future, the only comprehensive forecast that has been prepared deals also with cottages, rather than with seasonal population. This forecast, by the Research and Special Studies Section of the Department of Municipal Affairs, was based on an inventory of the suitable cottage sites remaining in the District and deemed likely to be made available by the year 1990. The forecast indicates a total of 22,500 seasonal residences in the organized and unorganized areas of the District of Muskoka by that year. This would represent an increase of 53% over the 1966 total of 14,683. If cottage population were assumed to increase accordingly, it would total about 83,000 in 1990, or about 2.6 cottagers for each of the 31,900 permanent residents forecast for that year.

Forecasting the other components of seasonal population is somewhat more hazardous, for it implies the risky prediction of activity in the tourist industry, among other things. In venturing to do so, it is not intended that any great reliability should be placed in the forecast, but only that it serve to indicate a possible future magnitude for the seasonal population.

Table 7 presents the forecast figures. The indicated total is about 134,000 which along with the forecast permanent population would give a combined 1990 total of approximately 166,000. The important point of course, is not the precise figure which may be attained, but the much faster growth rate indicated for seasonal population, and the resulting change in the ratio of seasonal to permanent residents. Indeed, if seasonal rather than permanent population is considered, Muskoka is a fast-growing area. The forecast increase in seasonal population averages about 1.7% per year, comparable to the permanent population growth rates of many of the urban areas in the Province.

A capable system of Local Government will be required if Muskoka is to adequately meet the problems associated with this growth.

Population Distribution

The distribution of permanent population throughout the District is shown in Table 8 for the years 1951, 1961 and 1966. The distribution has, on the whole, remained remarkably stable over this period. Considering the nominal amount of change that did take place however, an interesting pattern is evident as shown in Table 9. The Townships adjacent to the three Towns along Highway 11 increased their share of the District total, while the Towns themselves either saw their share decline as in the case of Gravenhurst and Huntsville, or show only a very nominal relative increase as in the case of Bracebridge. The gain in the Townships was greater than the relative decline in the Towns however,

TABLE 7.

ESTIMATED AVERAGE SUMMER SEASONAL POPULATION
IN THE DISTRICT OF MUSKOKA, JULY-AUGUST, 1990.

A. IN VACATION ACCOMODATION

	Units			Occupants	
	(1)	(2)	(3)	(4)	(5)
	1966	Estimated 1990	1990 as % of 1966	1966 (from Table 5)	1990: column (3) x column (4)
Private Cottages	14,683	22,500	153 %	54,032	82,669
Commercial Establishments	7,377	9,960	135 %	16,231	21,912
Campsites	1,645	3,290	200 %	1,221	2,442
Total	23,705	35,750	150 %	71,484	107,023

B. AT CHILDRENS' CAMPS

Estimated average no. of campers 15,000

C. IN STAFF QUARTERS OR OTHER ACCOMODATION

No. of Seasonal Employees - estimated 1990 7,200

D. VISITING PERMANENT RESIDENTS

Estimated: one visitor for every seven permanent residents

$$= \frac{\text{estimated 1990 population}}{7} = \frac{31,900}{7} = 4,557$$

Grand Total 133,780

Increase Over 1966 42,464 or 46.5%

Source - A: Cottage estimate by the Research and Special Studies
Section, Community Planning Branch, Department of
Municipal Affairs.

Commercial establishment and campsite estimates by the Review Staff.

- B: The Review Staff
- C: Research and Special Studies Section, Department of Municipal Affairs.
- D: The Review Staff.

TABLE 8.
DISTRIBUTION OF PERMANENT POPULATION IN THE DISTRICT OF MUSKOKA,
1951, 1961 AND 1966

Municipality	1951	1961	1966	Percentage Change		Percentage	
				1966/1951 %	1966/1961 %	1951 %	1966 %
Towns							
Bala	2397	2688	10133	7.8	4.6	38.0	36.7
Bracebridge	422	495	489	15.9	-1.2	1.7	1.8
Gravenhurst	2684	2927	3045	13.5	4.0	10.9	11.0
Huntsville	3005	3077	3257	8.4	5.8	12.1	11.8
	3286	3189	3342 (1)	1.7	4.8	13.3	12.1
Villages							
Port Carling	827	858	907	9.7	5.7	3.3	3.3
Port Sydney	493	529	573	16.2	-8.3	2.0	2.1
Windermere	181	192	212	17.1	10.4	0.7	0.8
	153	137	122	-20.3	-11.0	0.6	0.4
Townships							
Brunel	13227	14696	15135	14.4	3.0	53.6	54.5
Cardwell	911	1055	1065	16.9	0.9	3.7	3.8
Chaffey	201	121	109	-45.8	-9.9	0.8	0.4
Draper	1767	2393	2642	49.5	10.4	7.1	9.5
Franklin	556	505	579	3.2	14.7	2.2	2.1
Freeman	638	706	679	6.4	-3.8	2.6	2.4
Macaulay	858	983	959	11.8	-2.4	3.5	3.5
McLean	739	836	960	29.9	14.8	3.0	3.5
Medora and Wood	479	437	388	-19.0	-11.2	1.9	1.4
Monck	1179	1393	1312	11.3	-5.8	4.8	4.7
Morrison	1081	1218	1292	19.5	6.1	4.4	4.7
Muskoka	685	803	821	19.9	2.2	2.8	3.0
Oakley	1621	1890	2151	32.7	13.8	6.6	7.8
Ridout	217	178	157	-27.7	-11.8	0.9	0.5
Ryde	187	229	191	2.1	-16.6	0.8	0.7
Stephenson	243	206	154	-36.6	-25.2	1.0	0.5
Stisted	847	817	781	-7.8	-4.4	3.4	2.8
Watt	365	265	215	-41.1	-18.9	1.5	0.8
	653	661	680	4.1	2.9	2.6	2.4
Unorganized Territory							
Baxter	1262	1463	1516	20.1	3.6	5.1	5.5
Gibson	-	-	1093	-	-	-	3.9
Sinclair	-	-	208	-	-	-	0.3
	-	-	215	-	-	-	0.3
Total, District of Muskoka	24,713	26,705	27,691	12.1	3.7	100.0	100.0
Total, Province of Ontario	4,597,542	6,236,092	6,960,870	51.4	11.6	35.6	

(1) Change in area since 1961: Huntsville annexed 3.02 acres from Chaffey, effective January 1, 1965.

Source: Census of Canada, 1951, 1961 and 1966. Distribution of Unorganized total among geographical townships prepared by the Review Staff, based on data from the Department of Municipal Affairs.

TABLE 9. PORTION OF TOTAL PERMANENT POPULATION FOUND
 IN THREE TOWNS AND ADJACENT TOWNSHIPS,
 DISTRICT OF MUSKOKA, 1951 AND 1966.

	<u>Percent of District Population</u>	
	<u>In 1951</u>	<u>In 1966</u>
Gravenhurst	12.1	11.8
Muskoka	<u>6.6</u>	<u>7.8</u>
	18.7	19.6
Bracebridge	10.9	11.0
Monck	1.8	3.0
Macaulay	3.0	3.5
Draper	<u>2.2</u>	<u>2.1</u>
	18.9	19.6
Huntsville	13.3	12.1
Chaffey	<u>7.1</u>	<u>9.5</u>
	20.4	21.6
Total - 3 Towns	36.3	34.9
5 Townships	<u>21.7</u>	<u>25.9</u>
	58.0	60.8

so that the urban and adjacent areas as a whole increased their share of the District total. Of the remaining organized municipalities in the District, only five - Bala, Port Carling, Port Sydney, Morrison and Brunel - increased their share of the total; one - Freeman - maintained the same share, while the remaining ten Townships and the Village of Windermere showed a relative decline. The unorganized territory in the District also increased its share of total permanent population, and it may be noted that the unorganized Township of Baxter has a larger permanent population than all but four of the organized Townships. It should also be noted that seventeen of the twenty-five municipalities in the Review area had 1966 populations of under 1,000. Of these seventeen, eight had a population of between 500 and 1,000, two of between 250 and 500, and the remaining seven each had fewer than 250 permanent residents.

No distribution of seasonal population is available unfortunately, but the distribution of seasonal residences prepared by the Research and Special Studies Section of the Department of Municipal Affairs, may be used to indicate the approximate distribution of cottagers. The probable future distribution of both permanent population and seasonal residences is also of concern to the Review, and this information is set forth in Table 10. Several points may be noted from this Table. The major part of the growth in permanent population is anticipated to occur in the Towns of Bracebridge, Gravenhurst and Huntsville and the adjacent Townships of Muskoka, Chaffey, Brunel, and Monck, with none of the other

TABLE 10.

PRESENT AND FORECAST DISTRIBUTION OF
PERMANENT POPULATION AND SEASONAL RESIDENCES,
DISTRICT OF MUSKOKA, 1966 AND 1990

Municipality	Permanent Population				Seasonal Residences			
	1966		1990		1966		1990	
	No.	%	No.	%	No.	%	No.	%
<u>Towns</u>	10133	36.7	11750	36.9	715	4.9	800	3.6
Bala	489	1.8	600	1.9	602	4.1	700	3.1
Bracebridge	3045	11.0	3600	11.3	13	0.1	-	-
Gravenhurst	3257	11.8	3800	11.9	100	0.7	100	0.5
Huntsville	3342	12.1	3750	11.8	-	-	-	-
<u>Villages</u>	907	3.3	1100	3.4	421	2.8	800	3.6
Port Carling	573	2.1	700	2.2	242	1.6	500	2.2
Port Sydney	212	0.8	250	0.7	114	0.8	150	0.7
Windermere	122	0.4	150	0.5	65	0.4	150	0.7
<u>Townships</u>	15135	54.5	17550	55.0	10787	73.5	16750	74.4
Brunel	1065	3.8	1300	4.0	324	2.2	550	2.4
Cardwell	109	0.4	100	0.3	128	0.9	200	0.9
Chaffey	2642	9.5	3200	10.0	512	3.5	800	3.6
Draper	579	2.1	600	1.9	311	2.1	400	1.8
Franklin	679	2.4	700	2.2	818	5.6	1200	5.3
Freeman	959	3.5	1050	3.3	198	1.3	400	1.8
Macaulay	960	3.5	1100	3.5	170	1.2	300	1.3
McLean	388	1.4	400	1.3	519	3.5	800	3.6
Medora and Wood	1312	4.7	1400	4.4	2808	19.1	4100	18.2
Monck	1292	4.7	1500	4.7	555	3.8	850	3.8
Morrison	821	3.0	1000	3.1	823	5.6	1350	6.0
Muskoka	2151	7.8	3150	9.8	1346	9.2	2050	9.1
Oakley	157	0.5	150	0.5	362	2.5	550	2.4
Ridout	191	0.7	150	0.5	535	3.6	700	3.1
Ryde	154	0.5	150	0.5	236	1.6	400	1.8
Stephenson	781	2.8	800	2.5	350	2.4	500	2.2
Stisted	215	0.8	200	0.6	221	1.5	500	2.2
Watt	680	2.4	600	1.9	571	3.9	1100	4.9
<u>Unorganized Territory</u>	1516	5.5	1500	4.7	2760	18.8	4150	18.4
Baxter	1093	3.9	1100	3.5	1765	12.0	2500	11.1
Gibson	208	0.8	200	0.6	845	5.8	1350	6.0
Sinclair	215	0.8	200	0.6	150	1.0	300	1.3
<u>District Total</u>	27691	100.0	31900	100.0	14683	100.0	22500	100.0

Source: 1966 population - Census of Canada, Distribution of Unorganized total among geographical townships prepared by the Review Staff, based on data from the Department of Municipal Affairs.

Other figures - Research and Special Studies Section, Community Planning Branch, Department of Municipal Affairs.

municipalities expected to show more than a very nominal increase.

The distribution of seasonal residences on the other hand, is quite different. The Towns, with the exception of Bala, have relatively few of these, whereas six of the Townships account for almost 60% of the seasonal residences; three of these - Morrison, Franklin and Gibson - have permanent populations of under 1,000 each. The other three - Medora & Wood, Baxter, and Muskoka - have sizeable permanent populations along with their large number of cottages; but only in Muskoka Township does the number of permanent residents exceed the number of cottages. Thus Medora & Wood, Baxter, and Muskoka which account for over 40% of the seasonal residences, have only about 16% of the permanent population. Moreover, in Gibson, Morrison, Franklin, Cardwell, MacLean, Oakley, Ridout, Ryde, and Stisted along with the Town of Bala, there are also more cottages than permanent residents.

Looking to the future, over half of the anticipated increase in seasonal residences is expected to be located in six Townships: Medora & Wood, Baxter, Muskoka, Watt, Morrison, and Gibson; and the first three of these will still contain the largest cottage concentrations, accounting for over 38% of the 1990 total.

These forecasts are not infallible of course, and it would be a mistake to assume that future growth must correspond closely with the figures in Table 10. The general trend indicated should be pretty reliable

however, and unless conflicting evidence is received these trends will be assumed as an important frame of reference for the Review.

Age Groups

The age distribution of the permanent population in 1951, 1961 and 1966 is given in Table 11. Over the fifteen year period, the 0-4 and the 20-44 age groups showed a relative decrease while the 5-19 age groups showed a relative increase; each of these trends was also evident in the Province as a whole, though to a different degree. In contrast to the Province however, the 45 and over age groups in Muskoka showed a significant relative increase. This tendency for the older age groups to expand relative to the younger age groups is probably due in part to an outflow of persons in the 20-44 age categories, and in part to an influx of older retired residents into the District, along with the natural ageing process of the population. The decline in the 0-4 pre-school age group, which was more pronounced in Muskoka than in the Province as a whole, probably reflects in part Muskoka's more rapidly declining birth rate, and in part the outflow of younger adults accompanied by their pre-school age children. Between 1955 and 1965 the birth rate in Muskoka declined from 25 to 16 per 1,000, compared to the Province where the decline was from 27 to 21 per 1,000.

Ethnic Origin

Four-fifths of the population in Muskoka have their ethnic origin in the British Isles. Only 10% of the people in the District were born

TABLE 11. POPULATION AGE DISTRIBUTION IN THE DISTRICT
OF MUSKOKA AND THE PROVINCE OF ONTARIO -
1951, 1961 AND 1966.

<u>Age Group</u>	<u>Muskoka</u>			<u>Ontario</u>		
	<u>1951</u>	<u>1961</u>	<u>1966</u>	<u>1951</u>	<u>1961</u>	<u>1966</u>
	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>	<u>%</u>
0 - 4	11.3	10.4	8.8	11.2	11.9	10.7
5 - 14	17.9	20.9	20.6	15.8	20.3	20.9
15 - 19	7.2	7.4	8.8	6.9	7.0	8.6
20 - 24	6.6	4.8	4.8	7.6	6.2	7.0
25 - 44	26.4	22.9	21.1	30.0	28.0	26.2
45 - 64	20.5	21.6	22.2	19.8	18.4	18.4
65+	10.1	12.0	13.7	8.7	8.2	8.2
	100.0	100.0	100.0	100.0	100.0	100.0

Source: Census of Canada.

outside of Canada compared with 22% in the Province as a whole.

Educational Achievement

At all levels of education, Muskoka compared unfavourably with the Provincial achievement averages in 1961. The proposed establishment of a University and a Community college in the neighbouring County of Simcoe, should make it easier for a greater number of young people to attain higher levels of education in the future.

In 1961, 52% of the District's population aged 15 and over and not attending school, had not gone beyond the elementary level of education compared with 44% in the Province as a whole. At least one year's attendance at secondary school had been attained by 45% of the group in Muskoka compared with 50% in the Province, while only 15% had four or five years of secondary education compared with 19% in Ontario. Only 1.9% of the working age population in Muskoka had received some University education while an additional 1.8% had degrees. This may be compared with 2.8% and 3.4% respectively in the Province.

In 1966 48% of secondary school students were enrolled in Arts and Science Courses compared with 54% in the Province; Business and Commerce Courses also had a smaller proportion, 19% as against 22%. In other courses the enrolment in Muskoka was higher than the Province, i.e. Science, Technology and Trades 26% as against 18% and Occupational 6% as compared with 4%.

EDUCATIONAL ACHIEVEMENT
POPULATION 15 YEARS OF AGE AND OVER
NOT ATTENDING SCHOOL IN THE DISTRICT OF MUSKOKA
AND THE PROVINCE OF ONTARIO, JUNE 1, 1961

	<u>Muskoka</u>		<u>Ontario</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Total Population <u>15 Years and Over</u>	18,345		4,228,343	
<u>Not Attending School</u>				
Total	16,925	100.0	3,895,452	100.0
No Schooling	501	3.0	44,836	1.2
Elementary - 1 - 4 years	1,341	7.9	194,261	4.9
- 5+ years	6,930	40.9	1,471,078	37.8
Secondary - 1 - 3 years	5,056	29.9	1,206,845	31.0
- 4 - 5 years	2,464	14.6	737,462	18.9
University - Some	320	1.9	108,066	2.8
- Degree	313	1.8	132,904	3.4

Source: Census of Canada, 1961, Special Tabulation.

The Labour Force

The labour force i.e. everyone 15 years and over who is working or seeking work, increased 6% in the Muskoka District to 9,024 between 1951 and 1961. This represented 49% of all persons 15 and over in the District, a lower participation rate than in the Province as a whole (57%).

The breakdown of the labour force by industrial divisions is discussed later in this chapter.

Income

Various measures of income indicate that persons in Muskoka have earned considerably less than the Provincial average over the past decade. In 1964 the average income per taxpayer in Muskoka was \$4,311, \$606 below the Provincial average, as shown in Table 12.

Estimated per capita personal income in 1963 was \$2,996, well below the Provincial figure of \$4,052 as shown in Table 13. Between 1960 and 1963, per capita personal income in the Province increased by about 9%, while in Muskoka it showed a slight decline of 0.3%. In Muskoka, 35% of the income recipients received less than \$2,000, 56% less than \$3,000 and 74% less than \$4,000. In the Province, 24% received less than \$2,000, 41% less than \$3,000 and 58% less than \$4,000. It may be noted that in a study of poverty in Ontario, published by the Ontario Federation of Labour in 1964, it was concluded that a per capita income of \$1,000 or less can be considered as a destitution category, \$1,500 or less as poverty, and \$2,000 or less as deprivation.

Labour income, i.e. salaries and wages as opposed to income from all sources, has been estimated at \$24,000,000 for Muskoka District in 1964, with a per capita labour income of \$2,813. The latter figure is considerably lower than the Provincial per capita labour income of \$3,906 as shown in Table 14. Over the 1957 - 1964 period the per capita labour income has also grown at a slower rate than in the Province as a

TABLE 12.

AVERAGE INCOME OF INCOME TAXPAYERS IN THE DISTRICT OF MUSKOKA
AND THE PROVINCE OF ONTARIO, 1954 AND 1964

	Number of Taxpayers		Total Income of Taxpayers		Average Income Per Taxpayer	
	1954	1964	1954 (\$000's)	1964 (\$000's)	1954 \$	1964 \$
						% Change 1964/1954
District of Muskoka	4,060	6,415	12,175	27,657	2,999	4,311
Province of Ontario	1,481,920	2,178,818	5,193,778	10,712,730	3,505	4,917
						40.3

Source: Department of National Revenue, Taxation Statistics, 1956 and 1966.

TABLE 13.
ESTIMATED PERSONAL INCOME DISTRIBUTION IN THE DISTRICT OF MUSKOKA
AND THE PROVINCE OF ONTARIO, 1960 AND 1963.

Income Class \$	Income Recipients					
	District of Muskoka			Province of Ontario		
	1960 No.	%	1963 No.	%	1960 No.	%
Under \$2,000	2,967	36.1	2,948	35.3	611,901	24.3
2,000 - 2,999	1,723	20.9	1,746	20.9	426,850	17.0
3,000 - 3,999	1,459	17.7	1,520	18.2	421,890	16.8
4,000 - 4,999	882	10.7	993	11.9	376,197	15.0
5,000 - 5,999	504	6.1	587	7.0	270,621	10.8
6,000 - 9,999	604	7.4	506	6.1	313,026	12.4
10,000 and over	90	1.1	49	0.6	92,357	3.7
Total	8,229	100.0	8,349	100.0	2,512,842	100.0
Average per capita	1960 \$3,004		1963 \$2,996		1960 \$3,711	
					1963 \$4,052	

Source: Ontario Department of Economics and Development.

TABLE 14.

LABOUR INCOME IN THE DISTRICT OF MUSKOKA
AND THE PROVINCE OF ONTARIO, 1957 TO 1964.

	<u>Total Labour Income</u>		<u>Average Labour income Per Capita of Labour Income Recipients</u>	
	<u>Muskoka</u>	<u>Ontario</u>	<u>Muskoka</u>	<u>Ontario</u>
1957	17, 215	6, 298, 152	2, 270	2, 915
1958	16, 097	6, 602, 979	2, 246	3, 096
1959	17, 687	6, 991, 020	2, 285	3, 197
1960	19, 542	7, 408, 189	2, 474	3, 309
1961	20, 492	7, 751, 686	2, 550	3, 428
1962	19, 777	8, 145, 201	2, 525	3, 529
1963	20, 669	8, 717, 216	2, 625	3, 678
1964	24, 518	9, 660, 163	2, 813	3, 906
 % Change 1964/1957	 42.4	 53.6	 23.9	 34.0
1964/1963	18.6	10.8	7.2	6.2

Source: Department of Economics and Development.

whole, although the rate of increase between 1963 and 1964, the last two years for which figures are available, was greater in Muskoka than in the Province.

The above data on incomes relates only to the permanent population of the District of course. While comparable data is not available for the seasonal population, it is believed that the majority of the seasonal residents have incomes considerably above the Provincial average. A sample survey of Muskoka cottage owners taken in 1961 indicated the following distribution of household incomes:

<u>Income Category</u>		<u>Muskoka Cottage Owners</u>
		<u>%</u>
Under	\$4,000	6.7
	\$ 4,000 - \$6,999	25.7
	\$ 7,000 - \$9,999	23.3
	\$10,000 and over	44.3

Source: Muskoka Market Fact Book, Part 2-A Study of Summer Residents in Muskoka, Prepared for Muskoka News and Magazine by Associated Marketing Services Limited.

The same survey showed a higher proportion of cottage owners in the older age groups, and in professional and managerial occupations than is found among household heads in the Province as a whole, and both of these factors would tie in with the higher-than-average incomes.

According to the sample, the age distribution of the heads of Muskoka cottage households was as follows:

<u>Age Groups</u>	<u>Muskoka Cottage Owners</u>
	<u>%</u>
Under 35 years	8.9
35 - 44	21.7
45 - 54	32.6
55 and over	36.8

With regard to occupations, the sample indicated 24% were engaged in professional work such as medicine, law, teaching, engineering, etc., and 25% were business executives or business owners. Over 10% of the respondents were retired people.

THE ECONOMY

As with the population, the economy of Muskoka is highly seasonal in nature. This fact seriously limits the usefulness of census information on economic activity in the District, because the census is taken at a particular time i.e. the first week in June. Nevertheless, the census provides the only comprehensive body of data available on past trends in Muskoka's economy, and if interpreted with caution, can shed useful light on the present situation.

Unfortunately census information on employment is recorded at the place of residence of members of the labour force rather than at

the place of work. Consequently, labour force information for a given area will correspond to the employment in that area only if there is no commuting to work across the area boundaries, or if the inbound and outbound commuters cancel each other out.

With these limitations in mind, the census labour force counts for Muskoka in 1951 and 1961 are given in Table 15.

More recent information, for 1966, is available on employment in Muskoka from a survey by the Research and Special Studies Section of the Department of Municipal Affairs. The results of this study are given in Table 16

Precise comparison of these two tables is not possible of course, because one deals with labour force and the other with employment, and one includes the total labour force found in the District during the first week of June, while the other includes seasonal as well as permanent employment.

Nevertheless a general comparison will help to bring the broad lines of the economy into focus, and is presented in Table 17. The main fact emerging from both sets of figures, is the preponderant share of the total found in the "service and other" industries. Reference to the more detailed labour force categories given in Table 15, makes it clear that this "service and other" group is made up very largely of the various

EMPLOYMENT IN THE DISTRICT OF MUSKOKA, 1966

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TABLE 17. COMPARISON OF 1961 LABOUR FORCE AND 1966
EMPLOYMENT DATA FOR THE DISTRICT OF MUSKOKA

		1961	1966 Employment		
		<u>Labour Force</u>	<u>Permanent</u>	<u>Seasonal</u>	<u>Total</u>
Retail	No.	1260	1201	479	1681
	%	14.0	20.3	9.1	15.0
Manufacturing and Construction	No.	2260	981	272	1253
	%	25.0	16.6	5.1	11.2
Service and Other	No.	5504	3739	4539	8278
	%	<u>61.0</u>	<u>63.1</u>	<u>85.8</u>	<u>73.8</u>
Total	No.	9024	5922	5290	11212
	%	100.0	100.0	100.0	100.0

Source: 1961 - Census of Canada
1966 - Survey by Research and Special Studies Section,
Department of Municipal Affairs.

service industries: transportation and communication services; financial, insurance and real estate services; community, business and personal services; and government services. Accordingly, this group may be generally referred to as the "service sector of the economy". From Table 17 it would then appear that the service sector of Muskoka's economy accounts for somewhere between 60% and 85% of the total. Compared to most other areas in the province, a ratio of this order is very high. Thus Muskoka's economy is based mainly on the provision of services. It is also, according to the employment survey, a highly seasonal economy in which about half the total annual employment is seasonal, again a very high ratio compared to most other areas in the Province.

This dependence on seasonal services is of course but a reflection of the area's natural assets which have been put to use primarily for recreational purposes.

Certain trends in the District's economy are also suggested by Table 17, but no firm conclusions can be drawn. It would appear however, that manufacturing and construction combined have experienced a significant decline over the past five years, while the service sector has evidently at least held its own, and probably increased its share of the total (depending on whether the permanent, seasonal or total employment figure for 1966 is compared with the 1961 labour force figure).

Such tentative conclusions are highly conjectural however.

Agriculture

In common with general trends in the rest of the Province, both the number of farms and the area of farmland in Muskoka decreased between 1951 and 1966. The number of farms declined by 52%, from 655 census farms in 1951 to 314 in 1966; area of farmland dropped from 132,678 acres to 73,320 acres, a decline of 45%. The greater rate of decline in the number of farms than in farm acreage is indicative of farm consolidation. Further evidence of this trend is the increase in the average farm size from 203 acres to 234 acres.

In 1966 only 7% of the total land area of Muskoka was devoted to agricultural use, compared to 13% in 1951. Improved acreage accounted for 32% of total farmland, while land under crops represented 20%. Whereas improved acreage and land under crops declined in absolute terms, both increased relative to total farm acreage, indicating a trend to farm abandonment in areas of marginal farmland. Approximately half of Muskoka's farmland was in woodland.

In 1966, 99 farms, or 31% of the District's 314 farms, were commercial operations as opposed to 109 farms, or 28% in 1961. The foregoing would indicate that non-commercial farms are decreasing in number at a greater rate than commercial farms; that is, there is a decline in marginal farming. The same holds true for acreage, where

an 8% drop was experienced in commercial farm acreage compared to a 21% drop in total farmland. The trend toward decreasing commercial farm numbers and acreages in Muskoka is a reversal of provincial patterns.

The predominant role of livestock in the agricultural economy of Muskoka is evident in the average size of commercial farms, 288 acres; the provincial average is 187 acres. The number and area of all farms in the District are given below, and of commercial farms are given in Table 18.

The sales of agricultural products totalled \$1,058,830 in 1961. Dairy products accounted for 34% of the sales, poultry 28% and livestock 25%. If sales of \$10,000 are considered a minimum for a viable farm unit, 95% of Muskoka's commercial farms are non-viable units.

Approximately 87% of the District's commercial farms are engaged in the raising of livestock, particularly dairy cattle. In 1965 farmers sold to local dairies 12,000,000 pounds of fluid milk valued at over \$600,000. In recent years the number of dairy cows has decreased and although productivity per cow has increased, there has been a decline in the amount of fluid milk reaching the Muskoka market. Neither cheese nor butter is produced in the District.

Both the value and the number of livestock decreased between

NUMBER, AREA AND AVERAGE AREA OF ALL FARMS IN THE DISTRICT OF MUSKOKA
AND THE PROVINCE OF ONTARIO, 1951, 1961 AND 1966

	Farms No.	Area (Acres)	Average Area Per Farm (Acres)	Area in Farms As % of Total Land Area (1)
District of Muskoka				
1951	655	132,678	202.6	13.1
1961	391	92,749	237.2	9.1
1966	314	73,320	233.5	7.2
% Change 1961/1951	-40.3	-30.1	17.1	
1966/1961	-19.7	-21.0	-1.6	
Province of Ontario				
1951	149,920	20,880,054	139.3	9.8 ⁽²⁾
1961	121,333	18,578,507	153.1	8.7
1966	109,887	17,826,045	162.2	8.3
% Change 1961/1951	-19.1	-11.0	9.9	
1966/1961	-9.4	-4.1	5.9	

(1) Total land area for the Province but not for counties and districts has been revised since 1951.

(2) 1961 revision for total land area of Province used in calculation.

Source: Census of Canada, Agriculture, 1951, 1961 and 1966.

TABLE 18. NUMBER, AREA AND AVERAGE AREA OF COMMERCIAL
FARMS IN THE DISTRICT OF MUSKOKA AND THE
PROVINCE OF ONTARIO, 1961 AND 1966

		Commercial Farms <u>No.</u>	Area (Acres)	Average Area Per Farm (Acres)
District of Muskoka	1961	109	31,090	285.2
	1966	99	28,484	287.7
% Change	1966/1961	-9.2	-8.4	0.9
Province of Ontario	1961	69,667	12,317.676	176.8
	1966	70,724	13,229,561	187.1
% Change	1966/1961	1.5	7.4	5.8

Source: Census of Canada, Agriculture, 1961 and 1966.

1961 and 1966. The number, for example, has dropped from approximately 94,000 to less than 62,000. Cattle numbers decreased from 6,502 heads in 1961 to 5,222 in 1966; both dairy and beef cattle suffered losses. The number of hens and chickens fell considerably, from 38,510 to 19,595, as did turkeys from 47,177 to less than 35,000.

The acreage of field crops decreased 10% in the five year period 1961-1966. Although both experienced acreage losses, hay and oats are still the most important field crops, accounting for 72% and 20% respectively of the total. Field crops are grown primarily as feed for livestock.

The changing pattern of agriculture in Ontario is resulting in demands for greater capital investment; however, in the period 1951-1961, farm capitalization in Muskoka rose by only 22% compared to the provincial increase of 47%. Regardless of the slower rate of change, the structure of farm capital investment in Muskoka is similar to that in the Province as a whole. The investment of \$4.6 million in lands and buildings in 1961 accounted for 63% of total farm capital investment in Muskoka. In 1951 only 55% was invested in this segment. Whereas actual dollar value increased by 81% in the Province, it rose by only 40% in Muskoka. Rising market value of farmland accounts for a large part of this increase. The investment in machinery and equipment, and in livestock and poultry, declined relative to total investment, from 19% to 17% and from 26% to

20%, respectively.

The trend to larger farms has been accompanied by increased farm mechanization and scarcity of agricultural labour. Two measures of farm mechanization are electric power and tractors. Between 1951 and 1966 the percentage of farms in the District having electric power and tractors rose from 72 to 97 and from 28 to 76 respectively. Agricultural employment meanwhile, fell from 652 in 1951 to 443 in 1961, a decrease of 32%. Agriculture accounted for only 5% of Muskoka's labour force in 1961 compared to 7% for the Province as a whole.

Other Primary Industries

The labour force employed in the remaining primary industries in Muskoka numbered only 96 in 1961, accounting for only 1.1% of the labour force.

Forestry accounted for the bulk of this total, but the 77 people engaged in this industry in 1961 represented a decline of 71% since 1951. Of the more than 700,000 acres of productive forest land in the District, two-thirds is privately owned. The percentage of total land area in productive forest land varies from 63% in Morrison Township to 93% in Ridout Township. Hard maple, yellow birch and poplar are found most frequently, and provide raw materials for the manufacture of wood products.

Over the past fifty years, the Department of Lands and Forests,

through its reforestation programs has supplied over 12 million trees to land owners in Muskoka. A total of some 7,000 acres has been planted in the past twelve years.

Quarrying activity has been increasing since 1951. In 1955, structural materials worth \$120,645 were quarried; by 1965, production value had risen to \$423,065. Sand and gravel accounted for 69% of the 1965 value - a six-fold increase in value over the decade. Granite and clay products also experienced considerable increases. No limestone was quarried in 1965, although ten years earlier over 2,400 tons worth \$51,680 had been extracted within the District.

Manufacturing

A review of the labour force figures given in Table 15 for 1951 and 1961 indicates that the main changes experienced over that decade were a decline in the numbers engaged in manufacturing and the primary industries, and an increase in the numbers engaged in the service and trade sectors of the Muskoka economy. The reduction in those employed by manufacturing was sizeable, and was considerably more marked than in the Province as a whole where manufacturing workers still represented more than one-quarter of the total labour force in 1961.

Manufacturing activity is mainly centered in those towns situated along Highway 11 - Bracebridge, Gravenhurst and Huntsville. C.N.R. facilities also served to link these three municipalities with the

southern part of the Province and the regions north of Muskoka. As of 1967, the distribution of manufacturing establishments in Muskoka is given in Table 19, which also shows the new manufacturing establishments and plant expansions during 1966. The total of 66 establishments reported by the Department of Economics and Development for 1967 may be compared with the 63 establishments in 1961 and the 51 establishments in 1964 which were reported by the census of manufacturing for those years as given in Table 20. Although the drop in manufacturing employment indicated between 1961 and 1964 was only 12% compared to a 23% decline in the number of manufacturing establishments in the District, this was a period during which Ontario manufacturing employment increased by 14%. The number of man-hours actually worked in Muskoka did increase by 4% over this period, suggesting a higher level of activity within the plants by the remaining employees. Additional statistics are given in Tables 21 and 22 by industrial group for the year 1964.

Five broad industrial groups account for the bulk of Muskoka's manufacturing: the wood industries, the food and beverage industries, the printing and publishing industries, the transportation equipment industries and the non-metallic mineral products industries. In addition, the metal stamping industry has some importance, particularly the Canadian Motor Lamp Company's Bracebridge Division Plant, engaged in manufacturing automobile lamps and miscellaneous stampings.

TABLE 19. MANUFACTURING ESTABLISHMENTS IN THE DISTRICT OF MUSKOKA, JUNE 1967.

<u>Municipality</u>	<u>No. of Establishments</u>
Bracebridge	16
Gravenhurst	10
Huntsville	13
Muskoka Twp.	5
Stephenson Twp.	4
Franklin Twp.	3
Chaffey Twp.	4
Monck Twp.	2
Macaulay Twp.	1
Oakley Twp. Ryde Twp.	3
Port Carling	1
Windermere	1
Cardwell Twp., Stisted Twp., Watt Twp.	2
Bala	<u>1</u>
Total	66

NEW MANUFACTURING ESTABLISHMENTS, 1966

<u>Location</u>	<u>Origin</u>	<u>Produced</u>
Chaffey Township	Canada	Plastic Extrusions
	Canada	Wooden Wire Reels
Gravenhurst	Canada	Metal Fabrication
Muskoka Township	United States	Glass for Television Tubes

PLANT EXPANSIONS, 1966

<u>Company Name</u>	<u>Location</u>
Bracebridge Manufacturing	Bracebridge

Source: Ontario Department of Economics and Development.

TABLE 20. PRINCIPAL STATISTICS OF MANUFACTURING IN THE DISTRICT OF MUSKOKA, 1961 TO 1964

	Production Workers			Total Employees		Manufacturing Activity	
	Establishments No.	No.	Wages (\$'000's)	No.	Salaries and Wages (\$'000's)	Value of Shipments (\$'000's)	Value (1) Added (\$'000's)
1961	63	389	1217	602	2035	6880	2881
1962	60	357	1180	548	1843	7168	2991
1963	49	365	1244	514	1834	6885	2942
1964	51	380	1348	529	1979	7676	3269
% Change 1964/1961	-19.1	-2.3	10.8	-12.1	-2.8	11.6	13.5

(1) Total value added represents the value of total shipments, less total cost of materials, fuel, and electricity used.

Source: D.B.S., Advance Statement, Summary Statement of Manufacturing Industries, by Census Division or County, 1964.

TABLE 21.
PRINCIPAL STATISTICS OF THE MANUFACTURING INDUSTRIES BY INDUSTRIAL GROUP
IN THE DISTRICT OF MUSKOKA, 1964

Establish- ments No.	Total Employees No.	Total Salaries and Wages \$'000's	Production Workers		M/F Ratio	Total Man- Hours '000's	Wages \$'000's	Value Added by Manu- facture \$'000's	Selling Value of Factory Shipments \$'000's	Value Added as a % of Selling Value of Factory Shipments %
			Male	Female						
Wood Industries	15	223	844	6	33:1	460	753	1,497	3,390	44.2
Transportation Equipment	3	15	45	1	11:1	21	32	85	111	76.6
Non-Metallic Mineral Products	5	18	41	-	All-Male	27	29	69	83	83.1
Foods and Beverages	12	114	358	1	45:1	99	148	574	1,622	35.4
Printing, Publishing & Allied	7	32	106	2	9:1	40	61	168	245	68.6
Other Groups	9	127	585	86	N.A.	179	325	876	2,225	39.4
Total	51	529	1,979	380	N.A.	826	1,348	3,269	7,676	42.6

Employees Per Establishment No.	Salaries and Wages Per Employee \$	Wages Per Production Worker \$	Value Added Per Production Worker \$	Wages Per Man-Hour \$	Value Added Per Man-Hour \$	Wages Per Production Worker as a % of Value Added Per Production Worker %
Wood Industries	15	3,785	3,728	1.64	3.25	50.3
Transportation Equipment	5	3,000	2,667	1.52	4.05	37.7
Non-Metallic Mineral Products	4	2,278	2,071	1.07	2.56	42.0
Foods and Beverages	10	3,140	3,217	1.49	5.80	25.8
Printing, Publishing & Allied	5	3,313	3,050	1.53	4.20	36.3
Other Groups	14	4,606	3,779	1.82	4.89	37.1
Total	10	3,741	3,547	1.63	3.96	41.2

Source: D.B.S., Economic Statistics Branch, Manufacturing and Primary Industries Division - Special Tabulation; Ontario Department of Economics and Development.

TABLE 22.

EARNINGS AND PRODUCTIVITY,
IN THE DISTRICT OF MUSKOKA AND THE PROVINCE OF ONTARIO, 1964

	Wages Per Man-Hour		Value Added Per Man-Hour	
	Muskoka	Ontario	Muskoka	Ontario
	\$		\$	
Wood Industries	1.64	1.54	3.25	3.47
Transportation Equipment	1.52	2.57	4.05	6.80
Non-Metallic Mineral Products	1.07	2.13	2.56	6.44
Foods and Beverages	1.49	1.83	5.80	8.28
Printing, Publishing & Allied	1.53	2.50	4.20	7.77
Other Groups	1.82	2.09	4.89	6.18
Total	1.63	2.12	3.96	6.47

ESTABLISHMENT SIZE AND CAPITAL ORIENTATION, 1964

	Employees Per Establishment		Capital Orientation Wages Per Production Worker As a % of Value Added Per Production Worker	
	Muskoka	Ontario	Muskoka	Ontario
	No.		%	
Wood Industries	15	20	50.3	44.2
Transportation Equipment	5	261	37.7	37.8
Non-Metallic Mineral Products	4	45	42.0	33.0
Foods and Beverages	10	34	25.8	22.0
Printing, Publishing & Allied	5	27	36.3	32.1
Other Groups	14	68	37.1	33.8
Total	10	57	41.2	32.8

Wages Per Production Worker
 N.B., Capital Orientation = Value Added Per Production Worker x 100

The lower the percentage, the greater the capital orientation.

Source: D.B.S., Economic Statistics Branch, Manufacturing and Primary Industries
 Division - Special Tabulation; Ontario Department of Economics and Development.

The wood industry establishments were most significant in the District in 1964 in terms of the numbers employed and product value; a selling value of \$3.4 million was returned by 223 employees; however, the net value added, the more significant indicator of a region's manufacturing structure, falls somewhat below the gross value, standing at \$1.5 million.

The wood industries in the District are primarily sash, door and planing mills and saw mills. Hard and soft wood, lumber, dressed lumber and crates are produced by the Bracebridge Lumber Company, while in Huntsville, Weldwood of Canada Limited makes hardwood flooring and lumber. Huntsville Timber Products Limited, Chaffey Township, manufactures wooden wire reels. The other wood industries are mainly saw mills operating in Muskoka Township and Chaffey Township.

The food and beverage industries, as registered by official D.B.S. Statistics, formed the second most important industrial group of the District in 1964. There were 12 establishments employing 114 people, with a gross production value totalling \$1,622,000, although only \$574,000 of this product originated in the District itself. The largest concern is Brown's Beverages Limited of Gravenhurst. This company produces Coca Cola and other soft drinks.

The printing, publishing and allied industries numbered seven

in 1964, with a total employment of 32.

In the transportation equipment industry, Greavette Boat Corporation Limited of Gravenhurst and Duke Boats Limited of Port Carling employed a total of 37 workers in the production of pleasure boats. The Canadian Motor Lamp Company Limited, referred to above, with a work force of over 100, is the largest employer in this industry.

In the non-mettalic mineral products industry there were five establishments in 1964 employing 18 people with a selling value of factory shipments amounting to \$83,000. Brick and tile products accounted for most of this.

The "other" industrial groups include firms producing chemicals, fabricated metals, and brooms, brushes and mops. These "other" industries pay the highest average annual salaries and wages per employee in the District - \$4,606. The wood industries came closest to this in 1964 with an average of \$3,785 per employee.

The average wage per man-hour in Muskoka was \$1.63 in 1964. The productivity of a factory worker is greatly dependent upon the amount of capital equipment he has at his disposal. Thus, more capital-oriented establishments generally account for a larger value added in the course of production than less capital-oriented plants and,

notwithstanding the influence of unions, higher wages are likely to result. Thus the fact that the average wage per man-hour in Ontario in 1964 stood at \$2.12 compared to \$1.63 in Muskoka, is largely a reflection of the lower capital-orientation of Muskoka manufacturing establishments. The value added per man-hour, which may be considered an indication of manufacturing productivity, stood at \$3.96 in Muskoka compared to \$6.47 for the Province as a whole in 1964.

Since 1964 however, some significant changes have taken place in Muskoka manufacturing industries. The number of establishments rose from 51 to 66 by 1967. Firms engaged in the manufacture of industrial glass, glass for television tubes, metal fabrications, plastic extrusions, wooden wire reels, and charcoal briquettes, among others, have been attracted to the District.

In part this new activity has been due to government incentive programs, the Program for the Equalization of Industrial Opportunity of the Ontario Government, and the Program for Area Development of the Federal Government under the Department of Industry Area Development Agency. Under the provincial program, announced in September of 1967, grants are made in the form of interest-free loans for a period of six years, which are forgiven in annual steps provided the new establishment stays in the locality in which the grant was given and performs satisfactorily. Tourist developments that will

effectively raise the occupancy levels in local tourist establishments are eligible under this program. To date, two loans have been advanced under this program in the District of Muskoka: one to the Muskoka Charcoal Company (producing charcoal briquettes) for \$300,000; and one for a qualifying tourist development at Hidden Valley, of \$435,000. Under the predecessor of this program, the Ontario Development Corporation had also assisted in the establishment of a manufacturer of polyetholene tubing with a \$350,000 incentive loan.

Under the federal program, the Bracebridge National Employment Service area was designated as a "Development Area" in 1965, the prime criterion for designation being Muskoka's low average family income. It is not possible to say which of the recently arrived industries have been primarily motivated by the A.D.A. scheme (which offers grants with three alternative methods of subsidy); but it has undoubtedly been of significance.

The response to these incentive programs, along with other new manufacturing activity which has not received assistance, leaves little doubt that there is a considerable potential for industrial development in Muskoka under the proper conditions.

Construction

The construction industry has been an important part of secondary industrial activity in Muskoka for some time.

The increase in employment in the construction industry between 1951 and 1961 was nominal, but the sizeable growth in the construction industry between 1961 and 1965, as measured by the value of building permits issued during this period, indicates that increased employment in this industry has probably occurred over the more recent period. The total value of building permits for the District grew from about \$4,000,000 in 1963 to \$5,000,000 in 1965 with a further increase to \$7.5 million occurring in 1966. This was an 85% increase over this three-year period, well above the corresponding figure for Ontario as a whole of 49%. The value of building permits issued in 1966 is given by type of construction and municipality in Table 23. Residential buildings accounted for nearly two-thirds of the total value in that year. The number of dwelling units for which permits have been issued has increased since 1963:

PERMITS ISSUED FOR DWELLING UNITS
IN THE DISTRICT OF MUSKOKA, 1963-1966

<u>Year</u>	<u>Number of Dwelling Units</u>
1963	527
1964	593
1965	673
1966	636

The distribution of the dwelling permits in 1966 is given in Table 24.

TABLE 23.

VALUE OF BUILDING PERMITS ISSUED, SELECTED MUNICIPALITIES IN THE DISTRICT OF MUSKOKA, AND ONTARIO, 1966

	Residential		Industrial		Commercial		Institutional And Government		Total	
	(\$'000's)	%	(\$'000's)	%	(\$'000's)	%	(\$'000's)	%	(\$'000's)	%
Bala	106	89.1	8	6.7	5	4.2	-	-	119	(100.0)
Bracebridge	657	51.9	-	-	23	1.8	586	46.3	1266	(100.0)
Gravenhurst	240	70.4	95	27.8	6	1.8	-	-	341	(100.0)
Huntsville	447	42.4	14	1.3	44	4.2	549	52.1	1054	(100.0)
Port Carling	115	81.6	11	7.8	5	3.5	10	7.1	141	(100.0)
Port Sydney	21	100.0	-	-	-	-	-	-	21	(100.0)
Windermere	2	9.1	-	-	20	90.9	-	-	22	(100.0)
Brunel	208	95.9	-	-	9	4.1	-	-	217	(100.0)
Cardwell	15	100.0	-	-	-	-	-	-	15	(100.0)
Chaffey	193	48.5	186	46.7	19	4.8	-	-	398	(100.0)
Draper	44	93.6	-	-	3	6.4	-	-	47	(100.0)
Franklin	179	89.5	5	2.5	16	8.0	-	-	200	(100.0)
Freeman	97	42.9	-	-	4	1.8	125	55.3	226	(100.0)
Macaulay	39	81.2	-	-	7	14.6	2	4.2	48	(100.0)
McLean	43	58.1	-	-	31	41.9	-	-	74	(100.0)
Medora and Wood	758	92.4	25	3.1	36	4.4	1	0.1	820	(100.0)
Monck	187	75.4	10	4.0	51	20.6	-	-	248	(100.0)
Morrison	129	66.2	-	-	12	6.1	54	27.7	195	(100.0)
Muskoka	870	53.2	720	44.0	45	2.8	-	-	1635	(100.0)
Oakley	51	100.0	-	-	-	-	-	-	51	(100.0)
Ryde	17	89.5	1	5.3	1	5.3	-	-	19	(100.0)
Stephenson	60	92.3	5	7.7	-	-	-	-	65	(100.0)
Watt	264	84.3	-	-	49	15.7	-	-	313	(100.0)
Total	4742	62.9	1080	14.4	386	5.1	1327	17.6	7535	100.0
Province of Ontario	728,037	40.6	281,534	15.7	330,479	18.4	452,802	25.3	1,792,852	(100.0)

Source: D.B.S., Building Permits, Annual Summary, 1966

TABLE 24. NUMBER OF DWELLING UNITS FOR WHICH BUILDING PERMITS WERE ISSUED,
SELECTED MUNICIPALITIES IN THE DISTRICT OF MUSKOKA, AND ONTARIO, 1966

	<u>Single Dwellings</u>	<u>Double Dwellings</u>	<u>Apart- ments</u>	<u>Conver- sions</u>	<u>Total</u>
Bala	14	-	-	-	14
Bracebridge	25	2	20	-	47
Gravenhurst	13	2	-	-	15
Huntsville	22	-	-	1	23
Port Carling	9	-	-	-	9
Port Sydney	2	-	-	-	2
Brunel	33	-	-	-	33
Cardwell	4	-	-	-	4
Chaffey	27	-	-	-	27
Draper	13	-	1	-	14
Franklin	33	-	-	-	33
Freeman	28	-	-	-	28
Macauley	8	-	-	-	8
McLean	13	-	-	-	13
Medora & Wood	127	-	-	-	127
Monck	19	-	-	-	19
Morrison	20	-	-	1	21
Muskoka	76	-	-	2	78
Oakley	20	-	-	-	20
Ryde	5	-	-	-	5
Stephenson	22	-	-	-	22
Watt	74	-	-	-	74
Total	607	4	21	4	636
Province of Ontario	27766	3368	29199	577	60910

Source: D.B.S., Building Permits, 1966

From the indicated distribution, it appears that seasonal dwellings account for a large part of the total.

Trade

In 1961, 16% of the District's labour force was engaged in trade, 14.0% in retailing and 2.0% in wholesaling. The trade sector has also been increasing, as indicated by the 1951-1961 labour force data (Table 15). Estimated retail sales in the District are given in Table 25 for the years 1955, 1960 and 1965 and show the same upward trend. During the 1960-1965 period, the District's rate of increase in retail sales was about on a par with that of the Province as a whole. The estimated 1965 retail sales in Muskoka totalled about \$38,000,000 compared to under \$30,000,000 in 1960.

Wholesale trade is of much less importance, the 1961 whole-sale sales amounting to only \$7,477,000.

The Service Sector

As indicated before this sector is the mainstay of Muskoka's economy. From the figures given in Tables 15 and 16, it is also clear that the sector is heavily oriented to tourism. According to the 1966 employment survey for example, 3,865 or 47% of the 8,278 permanent and seasonal employees in the sector as a whole, are employed in hotels, motels, and resorts. A similar indication is given by the labour force figures (where employment in tourist establishments is placed in the "personal service" category). Between 1951 and 1961, the labour

TABLE 25.
ESTIMATED RETAIL SALES IN THE DISTRICT OF MUSKOKA
AND THE PROVINCE OF ONTARIO, 1955, 1960 AND 1965

	<u>1955</u>	<u>1960</u> <u>(\$000's)</u>	<u>1965</u>	<u>% Change</u> <u>1965/1955</u>	<u>1965/1960</u>
District of Muskoka	26,030	29,448	37,885	45.5	28.7
Province of Ontario	4,960,993	6,228,112	8,068,323	62.6	29.5

Source: Sales Management, Survey of Buying Power

force engaged in such personal service occupations increased its share of the total labour force from 16.1% to 18.6%, accounting for about 31% of the service sector in the District in the latter year. This proportion was significantly lower than that indicated by the 1966 employment figures, but the two sources are regarded as too incomparable to permit drawing any conclusions about trends.

It is clear however, that employment in tourist establishments accounts for a significant share of total employment in the service sector of Muskoka's economy. But the other services are also important. They include transportation, communication, utilities, finance, insurance, real estate, community service, business service, and government. To a considerable extent, each of these is also oriented toward tourism in Muskoka, and they are in fact complementary to the personal services, making life more convenient and richer for both visitor and resident alike.

The local portion of government service is of course the primary concern of this Review. Indeed, in a service-based economy like Muskoka's, local government has a most vital role to play not only in providing some of the most essential services itself, but also in co-ordinating and encouraging the balanced development of the services provided by other governments and by the private sector of the economy.

The Tourist Industry

The 1966 inventory of tourist accommodation in the District,

including all establishments licenced by both the Ontario Department of Tourism and Information and the Liquor Licence Board of Ontario, has already been given in Table 5. Unfortunately, it has not been possible to compile comparable figures for past years. In order, therefore, to obtain some information on recent trends in the industry, a comparative study was made of other source material covering a large part of the District for the years 1963 and 1967. The resulting figures, while not fully comparable to those in Table 5, are felt to be reasonably consistent as between the two years, and to give a fairly reliable indication of the trend in commercial tourist accommodation in Muskoka. The figures are given in Table 27, and indicate a decline in units from 8,208 to 7,127, a drop of about 13% over the four year period. The decline in person-capacity, from 22,530 to 20,944, was relatively less - only 7% - indicating that the smaller units have suffered most. This is borne out by the type of accommodation breakdown, which shows that resort and hotel rooms along with cabins accounted for virtually all the decrease, with cottage units almost holding their own and motel units showing a 21% increase.

It seems clear that many of the establishments in the industry are experiencing serious difficulties, a conclusion that is borne out by briefs prepared by the Muskoka Tourist Association. From the analyses in these briefs and other sources, the difficulties facing the industry are evidently due largely to changing conditions in the tourist

TABLE 27.

COMMERCIAL TOURIST ACCOMMODATION, BY TYPE OF ACCOMMODATION,
SELECTED MUNICIPALITIES AND UNORGANIZED TOWNSHIPS IN THE DISTRICT OF MUSKOKA, 1963 AND 1967

	Resort & Hotel Rooms		Cottages ¹		Cabins ¹		Motel Units		Apt. Units		Total Units		Total Capacity in persons	
	1963	1967	1963	1967	1963	1967	1963	1967	1963	1967	1963	1967	1963	1967
Brunel	28	21	63	55	14	10	58	69	-	-	-	-	1909	2025
Cardwell	5	-	9	9	1	2	7	7	-	-	-	-	84	57
Chaffey	194	188	143	134	195	179	93	87	1	1	-	-	1859	1803
Draper	3	-	49	38	-	-	-	-	-	-	-	-	232	180
Franklin	681	680	170	167	80	70	33	45	2	2	-	-	2605	2677
Freeman	-	-	-	-	-	-	10	10	-	-	-	-	24	36
Macaulay	98	77	27	31	41	27	23	36	-	-	-	-	527	509
McLean	86	39	53	57	5	4	-	-	3	3	-	-	455	386
Medora and Wood incl. Bala	1384	1131	255	281	295	309	81	98	1	8	-	-	4969	4759
Monck	305	300	132	101	102	89	46	53	1	1	-	-	1591	1584
Morrison ²	468	192	81	83	392	126	82	95	-	-	-	-	2483	1448
Muskoka	256	255	131	122	110	94	136	177	-	-	-	-	1832	1909
Oakley	10	10	24	19	4	4	-	-	2	2	-	-	152	128
Ridout	63	26	16	15	34	21	-	12	-	-	-	-	275	210
Ryde	-	-	20	12	3	-	-	-	-	-	-	-	106	76
Stephenson	235	107	47	51	69	49	22	32	-	-	1	1	958	680
Stisted	-	-	-	-	14	14	-	-	-	-	-	-	45	45
Watt	214	151	119	140	59	45	16	13	-	-	1	1	1170	1154
Baxter	300	326	218	200	50	71	10	16	2	2	1	1	1909	2025
Gibson	1	1	1	1	-	-	-	-	-	-	-	-	27	27
Sinclair	98	103	17	17	86	86	20	23	1	1	-	-	665	729
Total	4429	3607	1575	1533	1554	1200	637	773	13	14	8208	7127	22530	20944

Source: Where to Stay in Ontario 1963, 1967

1. Because some units listed in 1963 as cottages were listed in 1967 as cabins and vice versa, it may be advisable to consider cottages and cabins as one category.

2. Includes all of Sparrow Lake shoreline (i.e. a small part of Simcoe County)

market, coupled with an inability to finance the improved accommodation needed to meet these changes. The relatively short season for most establishments makes it difficult if not impossible to accumulate sufficient reserves for modernization and expansion, and while most could probably repay borrowed capital on reasonable terms, such financing has generally not been available. Faced with this dilemma, the operators have had to either forego necessary improvements, or undertake them at the cost of high interest rates which eat into profits that are already too low and possibly into working capital as well. Thus in a period when Muskoka's tourist industry faces increasing competition from many parts of the world, it is evidently encountering great difficulty in taking the necessary steps to improve its competitive position. There seems little doubt that the industry is presently experiencing at least a short term decline. Yet the global tourist market is expanding rapidly, and may be expected to continue to do so. With Muskoka's rich assets as a recreational area, the future potential of the industry remains great, and if the present challenge can be met future expansion seems assured. This is not to say that many painful adjustments will not still be required, for many of the less attractive and viable establishments will obviously have to be replaced if the general standard of accommodation in the District is to be upgraded to meet the demands of a changing market.

Man-made recreational attractions and facilities may also be

expected to become more important to the industry in the future. An inventory of such facilities presently in the District is given in Tables 28, 29 and 30. The development of additional winter attractions and facilities in particular, may be expected to help bring about a greater seasonal balance in the District's tourist activity.

The important role of the tourist-visitor in the District's economy is indicated by a 1964 survey undertaken by the Travel Research Branch of the Ontario Department of Tourism and Information. A summary of the data obtained from this survey is given in Table 31. While the annual tourist expenditure figure given in this table - \$47.4 million - is an estimate, it gives at least a rough idea of the dollar value of this industry to the District.

In looking to the future of Muskoka, it is clear from what has been said above that the District has a considerable growth potential: for cottage development, for the improvement and development of commercial tourist establishments, and for the attraction of manufacturing establishments. Such growth in turn would stimulate retail and wholesale trade, construction activity, and the other service industries.

In order to forecast future employment in the District however, it is necessary to make some judgments about the mix of potential growth which seems most likely to be realized. This is not an easy task, because it raises questions of planning policy which have not been re-

TABLE 28. RECREATION FACILITIES IN THE DISTRICT OF MUSKOKASummer:

Department of Highways Picnic Areas -1967

-9-

Children's Summer Camps

	<u>1960</u>	<u>1963</u>	<u>1966</u>
Number of Camps	50	73	72
Number of Campers	13,946	18,007	17,867

Golf Courses - 1967

18 Hole	4
9 Hole	15
6 Hole	1

Winter:

Curling - 1967

Natural Ice	3 locations
Artificial Ice	4 locations

TABLE 29.

RECREATION FACILITIES BY LOCATION IN THE DISTRICT OF MUSKOKA

<u>LOCATION</u>	<u>CAMPGROUNDS</u>	<u>MARINAS</u>	<u>SKI FACILITIES</u>	<u>LICENSED PREMISES</u>
	<u>1967</u> ¹	<u>1967</u> ²	<u>1967</u> ³	<u>1965</u> ⁴
Bala	-	5	-	2
Bracebridge	1	1	-	4
Gravenhurst	-	6	-	5
Huntsville	1	1	-	3
Port Carling	2	5	-	1
Brunel	1	-	1	-
Cardwell	2	-	-	-
Chaffey	6	-	1	-
Draper	1	-	-	-
Franklin	2	6	1	3
Freeman	-	-	-	1
Macauley	1	-	-	-
McLean	1	3	-	-
Medora and Wood	5	11	-	5
Monck	1	5	1	-
Morrison	4	3	-	-
Muskoka	-	4	1	1
Oakley	-	2	-	-
Ridout	1	3	-	-
Ryde	-	1	-	-
Stephenson	-	1	1	2
Stisted	1	-	-	-
Watt	1	4	-	-
Baxter	3	19	-	2
Gibson	-	4	-	-
Sinclair	-	1	2	-
	<u>34</u>	<u>85</u>	<u>8</u>	<u>29</u>

1. Source: "Ontario Campsites 1967"

2. Source: "Ontario Marina Facilities 1967"

3. Source: "Ski Facilities in Ontario 1967"

4. Source: "Nineteenth Report, Liquor License Board of Ontario"

TABLE 30.

MARINA FACILITIES IN THE DISTRICT OF MUSKOKA, 1967

	<u>Georgian Bay and Severn River¹</u>	<u>Inland Waterways²</u>	<u>Total</u>
Number of Marinas	15	70	85
Fuel: Gas & Oil	15	69	84
Diesel	1	1	2
Marine Facilities:			
Launching Ramp	10	54	64
Crane - Marine Railway	3	12	15
Dockage	12	67	79
Power Outlets	5	17	22
Boat Rental	6	44	50
Motor Rental	6	48	54
Winter Storage	8	60	68
Wet Wharfage	1	4	5
Canoe Rental	1	15	16
Ship to Shore Radio	1	4	5
Water Taxi	7	42	49
Repairs:			
Wood	7	43	50
Fibreglass	5	33	38
Outboard Motors	6	51	57
Inboard Motors	6	47	53
Sail	1	3	4
General Services:			
Eating Facilities	4	26	30
Car Parking	11	66	77
Groceries	6	48	54
Telephone	14	66	80
Post Office	7	34	41
First Aid	9	39	48
Marine Accessories	5	43	48
Water	7	53	60
Ice	7	26	34
Oxygen Refill	1	1	2
Rest Rooms	7	39	46
Accommodation:			
Sleeping	8	24	32
Camping	6	6	12
Picnic	5	8	13

¹ Depths at dockside - Deepest Marina 18 feet; Shallowest 5 feet; Average 9.15 feet.

² Depths at dockside - Deepest Marina 30 feet; Shallowest 2 feet; Average 7.0 feet.

Source: "Marina Facilities Ontario - 1967"
Department of Tourism and Information

TABLE 31. SUMMARY OF DATA OBTAINED FROM A SURVEY OF
TOURIST-VISITORS TO THE MUSKOKA REGION,
SEPTEMBER 15 - OCTOBER 15, 1964.

No. of passenger cars visiting Muskoka Region	50,556
No. of Muskoka Region tourist-visitors	161,779
Total expenditure	\$ 5.9 million
Duration of visit	4.3 days
Size of party	3.2 persons
No. of tourist-days	695,650
Expenditures, per person, per day	\$ 8.53
Expenditures, per person, per stay	\$ 36.68
Expenditures, per party, per day	\$ 27.29
Expenditures, per party, per stay	\$117.35
No. of establishments - (Hotels/resorts, motels, cottages, cabins, or youth hostels)	513

ESTIMATED YEARLY TOTAL (1964)

Estimated number of tourist-visitors per year	1.29 million
Estimated number of tourist-visitors per establishment	2,521
Estimated annual tourist expenditure	\$ 47.4 million

Source: "Analysis of Muskoka Region Travel Survey 1964" by Travel
Research Branch, Ontario Department of Tourism and
Information.

solved. Nevertheless, some guidance in the form of forecasts is necessary for the making of many current decisions, particularly those involving long term capital investments.

For this reason, the Research and Special Studies Section of the Department of Municipal Affairs has prepared employment forecasts for the Muskoka and Parry Sound Districts. Similar forecasts have been prepared for many other areas in the Province.

Employment Forecasts

The forecasts prepared by the Department for permanent and seasonal employment in the municipalities and unorganized territories comprising the District of Muskoka, are presented in Table 32. The forecasts indicate an anticipated growth in both permanent and seasonal employment combined of just over 2,700 between 1966 and 1990, giving a total in the latter year of 14,625. This represents a 22.7% increase over 1966, which may be compared with the 15.2% increase for permanent population and the 46.5% increase for seasonal population estimated over the same period. Taking permanent employment alone, the forecast indicates a 22.6% increase. The difference in the respective rates of increase for permanent population and permanent employment would raise the ratio of employment to population, implying a greater participation in the labour force, and probably a decrease in unemployment. That there is room for the latter improvement is indicated by recent ratios of job applicants to

TABLE 32.

PRESENT AND ESTIMATED FUTURE EMPLOYMENT
IN THE DISTRICT OF MUSKOKA, 1966 AND 1990

	1966			1990			Increase (Decrease -)		
	Permanent	Seasonal	Total	Permanent	Seasonal	Total	Permanent	Seasonal	Total
<u>Towns</u>									
Bala	123	186	309	150	250	400	27	64	91
Bracebridge	1131	224	1355	1400	275	1675	269	51	320
Gravenhurst	927	253	1180	1100	300	1400	173	47	220
Huntsville	997	279	1276	1250	350	1600	253	71	324
<u>Villages</u>									
Port Carling	146	305	451	200	400	600	54	95	149
Port Sydney	26	32	58	25	50	75	-1	18	17
Windermere	28	111	139	25	125	150	-3	14	11
<u>Townships</u>									
Brunel	50	97	147	100	125	225	50	28	78
Cardwell	-	47	47	-	50	50	-	3	3
Chaffey	723	683	1406	900	800	1700	177	117	294
Draper	172	11	183	200	25	225	28	14	42
Franklin	114	404	518	125	450	575	11	46	57
Freeman	264	45	309	275	50	325	11	5	16
Macaulay	144	167	311	150	175	325	6	8	14
McLean	48	38	86	50	75	125	2	37	39
Medora and Wood	186	581	767	225	850	1075	39	269	308
Monck	78	397	475	100	475	575	22	78	100
Morrison	102	336	438	125	400	525	23	64	87
Muskoka	498	164	662	725	250	975	227	86	313
Oakley	7	37	44	-	50	50	-7	13	6
Ridout	9	38	47	-	50	50	-9	12	3
Ryde	11	15	26	-	25	25	-11	10	-1
Stephenson	88	435	523	100	475	575	12	40	52
Stisted	7	200	207	-	225	225	-7	25	18
Watt	43	205	248	50	250	300	7	45	52
<u>Unorganized</u>									
Baxter	58	374	432	75	450	525	17	76	93
Gibson	7	15	22	-	-	-	-7	-15	-22
Sinclair	67	186	253	75	200	275	8	14	22
<u>Total</u>	<u>6054</u>	<u>5865</u>	<u>11919</u>	<u>7425</u>	<u>7200</u>	<u>14625</u>	<u>1371</u>	<u>1335</u>	<u>2706</u>
% Permanent and Seasonal	50.8	49.2	100.0	50.8	49.2	100.0	50.7	49.3	100.0
% Increase							22.6	22.8	22.7

Note: Apparent decreases are due to rounding of the 1990 figures to the nearest 25.

Source: Research and Special Studies Section, Community Planning Branch,
Department of Municipal Affairs.

paid workers in the District which are compared with Ontario averages in Table 33. The pronounced seasonal pattern in Muskoka is evident from this table which shows ratios significantly above the Ontario averages in every month except June, July, August and September.

Returning to the employment forecast, it is also apparent from Table 32 that both permanent and seasonal jobs have been estimated to show the same future rate of increase, so that each would continue to represent roughly half the total employment in 1990 as at present.

Before considering the distribution of the forecast employment increase, it should be noted that the future figures have in each case been rounded to the nearest 25; in the case of some municipalities where little or no employment growth is anticipated, this rounding results in an apparent decrease when the 1990 and 1966 figures are compared, and should not be taken as a forecast that the present employment will actually decrease in future. Some of the small increases are similarly due to rounding.

Of particular interest to the Review is the indicated distribution of the forecast employment increase. About two-thirds of the total increase is expected to occur in six of the municipalities: Bracebridge, Gravenhurst, Huntsville, Chaffey, Muskoka, and Medora and Wood. For each of these municipalities an increase ranging from 220 to 325 is indicated. Of the remaining municipalities and unorganized townships,

TABLE 33.

RATIO OF JOB APPLICATIONS TO PAID WORKERS, BRACEBRIDGE N.E.S.
OFFICE AREA AND ONTARIO, 1961 AND 1965

		(Ratio to 100 Paid Workers)											
		<u>Jan.</u>	<u>Feb.</u>	<u>Mar.</u>	<u>April</u>	<u>May</u>	<u>June</u>	<u>July</u>	<u>Aug.</u>	<u>Sept.</u>	<u>Oct.</u>	<u>Nov.</u>	<u>Dec.</u>
Bracebridge	1961	26.8	28.6	28.0	23.8	8.7	5.4	5.1	4.7	5.6	6.8	13.0	18.9
	1965	17.8	18.2	18.3	16.1	6.3	6.3	2.9	3.6	3.7	5.0	8.6	12.5
Province of Ontario	1961	12.9	13.0	12.7	11.3	8.5	6.6	6.4	5.4	5.5	5.8	7.2	9.1
	1965	7.7	7.7	7.4	6.7	5.1	6.0	5.6	5.0	3.8	3.8	4.5	5.5

Source: Ontario Department of Economics and Development.

only six are expected to gain more than 75 employees: Bala, Port Carling, Brunel, Monck, Morrison, and Baxter; these six would account for another 22% of the total increase. Thus nearly 90% of the combined permanent and seasonal employment growth would take place in eleven of the municipalities and one unorganized township in the Review area. In some of these - Bala, Port Carling, Medora and Wood, Monck, Morrison, and Baxter - the growth would be primarily in seasonal employment. In others - Bracebridge, Gravenhurst, Huntsville, Brunel, Chaffey, and Muskoka - the major part of the growth would be due to permanent employment. These latter municipalities are all adjacent to Highway 11.

A comparison of the forecast growth of employment with that of permanent population and seasonal residences (Table 10), shows some interesting similarities and differences. Such a comparison is set out in Table 34. Comparing the growth in permanent population and permanent employment, it is apparent that five municipalities - Bracebridge, Gravenhurst, Huntsville, Chaffey, and Muskoka - are expected to account for over 70% of the former and 80% of the latter. But an interesting contrast is also apparent: the three towns are expected to have a relatively greater share of permanent employment growth than of permanent population growth, while in the case of the two townships, the reverse is true.

Nine other municipalities are expected to show some significant

TABLE 34.

FORECAST INCREASE IN POPULATION, SEASONAL RESIDENCES,
AND EMPLOYMENT, BY MUNICIPALITY AND UNORGANIZED
TOWNSHIP, DISTRICT OF MUSKOKA, 1966 - 1990.

Towns	Permanent				Seasonal			
	Population		Employment		Residences		Employment	
	No.	%	No.	%	No.	%	No.	%
Bala	111	2.6	27	2.0	98	1.2	64	4.9
Bracebridge	555	13.1	269	19.7	-13	-0.2	51	3.8
Gravenhurst	543	12.8	173	12.6	-	-	47	3.5
Huntsville	408	9.6	253	18.5	-	-	71	5.3
Villages								
Port Carling	127	3.0	54	3.9	258	3.3	95	7.1
Port Sydney	38	.9	-1	-0.1	36	.5	18	1.3
Windermere	28	.7	-3	-0.1	85	1.1	14	1.0
Townships								
Brunel	235	5.6	50	3.6	226	2.9	28	2.1
Cardwell	-9	-0.2	-	-	72	.9	3	.2
Chaffey	558	13.3	177	12.9	288	3.7	117	8.9
Draper	21	.5	28	2.0	89	1.1	14	1.0
Franklin	21	.5	11	.8	382	4.9	46	3.4
Freeman	91	2.2	11	.8	202	2.6	5	.4
Macaulay	140	3.3	6	.4	130	1.7	8	.6
McLean	12	.3	2	.1	281	3.6	37	2.8
Medora and Wood	88	2.1	39	2.8	1292	16.6	269	20.3
Monck	208	4.9	22	1.6	295	3.8	78	5.8
Morrison	179	4.3	23	1.7	527	6.7	64	4.8
Muskoka	999	23.7	227	16.6	704	9.0	86	6.4
Oakley	-7	-0.2	-7	-0.5	188	2.4	13	0.9
Ridout	-41	-1.0	-9	-0.7	165	2.1	12	0.9
Ryde	-4	-0.1	-11	-0.8	164	2.1	10	0.7
Stephenson	19	0.5	12	.9	150	1.9	40	3.0
Stisted	-15	-0.3	-7	-0.5	279	3.6	25	1.9
Watt	-80	-1.8	7	.5	529	6.8	45	3.4
Unorganized								
Baxter	7	.2	17	1.2	735	9.4	76	5.7
Gibson	-8	-0.2	-7	-0.5	505	6.4	-15	-1.1
Sinclair	-15	-0.3	8	0.6	150	1.9	14	1.0
Total	4209	100.0	1371	100.0	7817	100.0	1335	100.0

permanent growth. In six of these - Bala, Brunel, Freeman, Macaulay, Monck, and Morrison - a relatively greater share of population than of employment growth is expected, while in the remaining three - Port Carling, Draper, and Medora and Wood, the reverse is true.

In comparing the growth in seasonal residences and seasonal employment, both similarities and differences are again evident, but the differences are more striking. Thus four municipalities and one unorganized township - Port Carling, Chaffey, Medora and Wood, Muskoka, and Baxter - would account for almost half the growth in seasonal employment, but only the last three of these would receive a significant share of the growth in cottages. Four other Townships - Franklin, Morrison, Watt, and Gibson - are expected to receive significant numbers of new cottages, but relatively smaller shares of the growth in seasonal employment. It should also be noted that each of the four Towns in the District is expected to show a sizeable increase in seasonal employment.

Looking at the total growth prospects, permanent and/or seasonal, six municipalities stand out: Bracebridge, Gravenhurst, Huntsville, Chaffey, Medora and Wood, and Muskoka. Significant growth of one kind or another is also indicated for Bala, Port Carling, Brunel, Franklin, Macaulay, McLean, Monck, Morrison, Stisted, Watt, Baxter, and Gibson.

Whether this growth potential will be realized or not will depend to a considerable extent on local government. Unless effective methods of waste disposal can be assured, the threat of water pollution could

severely limit the growth in many areas. And effective overall planning for the District might well re-shape the pattern of development foreseen by the forecasts. Nevertheless in the absence of conflicting evidence, these indications of the areas likely to experience most of the problems associated with growth, must be given serious consideration by the Review.

Conclusion

The above analysis of the population and economy of the Review area shows Muskoka to be unique in many respects.

A relatively slow-growth area in terms of permanent population, it has the potential of a moderately faster rate of growth in employment both permanent and seasonal, and is truly a fast-growing area in terms of seasonal population.

The economy is heavily oriented towards the service industries, particularly those associated with tourism. The primary industries, particularly agriculture and forestry, have been declining and seem unlikely to play a very significant role in the future. Manufacturing, which also showed a decline until about 1964, has recently been of growing importance to the District's economy under the stimulus of government incentive programs. A further growth potential for manufacturing undoubtedly exists, particularly if the incentive programs are maintained.

The tourist industry however, along with all the other economic activity dependent on it, continues to provide the main economic base for Muskoka. Although presently facing some serious difficulties, the prospects for commercial tourist enterprises appear to be good, particularly if assistance comparable to that offered manufacturing enterprises is made generally available to them. The eligibility of certain tourist developments under the Ontario Program for the Equalization of Industrial Opportunity is a step in this direction.

Significant growth in the number of cottage owners also seems assured.

Along with these growth prospects however, there are some problems inherent in Muskoka's economy which must be faced. Average incomes of the permanent residents are low, in contrast to those of the seasonal residents. This is partly a reflection of the heavy dependence upon service industries, in which productivity and wage levels are generally lower than in many other industries; and partly a reflection of the relatively low capital-orientation found in the District's manufacturing establishments. In part also, the low annual income figures are a reflection of the seasonal employment pattern, which leaves many unemployed during the fall, winter and spring.

These economic problems will not be easily overcome, for the growth prospects of the District generally indicate more of the same.

The hope for higher income levels must lie largely in the development of more efficient and productive tourist establishments, increasingly operating on a year-round basis, and, if industrial growth is to be encouraged, on the attraction of more capital-oriented industries.

There is little doubt that the lower-than-average incomes of the permanent residents are related to the seasonal nature of the economy. Insofar as this merely reflects a desire for a way of life which requires one to work very hard for a few months, but then permits a somewhat easier pace for the rest of the year, many may prefer lower incomes to a more constant year-round activity - that is to the continual pressure which many associate with a less seasonal type of economy. Nevertheless, some improvement in Muskoka's average income levels will probably be required if the District's young people are to find life here sufficiently attractive to remain and contribute to Muskoka's future.

The permanent and seasonal components of the area's population and economy also pose some tough questions for local government in the Review area. What is to be the basis of representation on municipal councils? How easy should it be for seasonal residents to vote in municipal elections? Should the assessment on seasonal residences be subject to full taxation for all municipal services, even those which directly benefit only permanent residents? Should the industrial or

cottage assessment of the District - heavily concentrated in a few of the municipalities - be pooled to support all district services or only a few? Can the problems associated with growth be better handled at the District level, by the present local municipalities, or by some intermediate level of local government? To what extent should local government in Muskoka attempt to direct the District's economic development, and how must it be organized in order to do so?

These and many other questions are vital to this Review, and will be dealt with again in succeeding Chapters of this report.

PART TWO
LOCAL GOVERNMENT

CHAPTER 3
THE STRUCTURE OF LOCAL GOVERNMENT

There are twenty-five organized municipalities and three unorganized townships in the Review Area, as shown on Map 1. The organized municipalities comprise four towns, three villages, and eighteen townships. This present structure has not been changed since 1934, when the Village of Port Sydney was incorporated. In fact there have been only six changes since the turn of the century: the incorporations of Bala, Port Sydney, Windermere, Franklin, Freeman, and Ridout. The dates of incorporation by the Province and of any subsequent boundary changes are given in Table 35.

It is notable that, aside from the present application by the Town of Bracebridge to annex parts of four adjacent townships, there has been only one annexation in the history of the District: a small portion of Chaffey Township was annexed to Huntsville in 1965.

The relative stability of municipal boundaries in the District in the past is no doubt largely a reflection of the relatively slow rate of growth in permanent population. The prospects for future growth and its distribution, as detailed in the preceding Chapter, along with

TABLE 35. INCORPORATIONS AND ANNEXATIONS IN THE DISTRICT OF MUSKOKA

BALA, Town

Incorporated May 1, 1914. No change since.

BRACEBRIDGE, Town

Incorporated as a Village June 5, 1874, incorporated as a Town March 23, 1889. No change since, but Bracebridge has currently applied to annex parts of the Townships of Muskoka, Monck, Macaulay and Draper.

GRAVENHURST, TownIncorporated as a Village October 16, 1877.
Incorporated as a Town April 23, 1887.
No change since 1951.HUNTSVILLE, TownIncorporated as a Village March 25, 1886.
Erected to a Town effective 1st Monday in January 1901.
OMB Order N.6685-64, annexing part of Township of Chaffey,
Effective January 1, 1965 (3.02 acres).PORT CARLING, VillageIncorporated March 31, 1896.
No change since 1936.PORT SYDNEY, VillageIncorporated April 3, 1934.
No change since.WINDERMERE, VillageIncorporated First Monday in May, 1924.
No change since 1930.BRUNEL, TownshipIncorporated January 1, 1877.
No change since.CARDWELL, TownshipIncorporated January 1, 1877.
No change since.CHAFFEY, TownshipIncorporated January 1, 1882.
OMB Quietening Order M.3194-55, December 1956
Huntsville annexed part of Chaffey Township (3.02 acres)
effective January 1, 1965.DRAPER, TownshipIncorporated January 1, 1889.
No change since.FRANKLIN, TownshipIncorporated January 1, 1929.
No change since.FREEMAN, TownshipIncorporated October 1, 1919.
No change since.MACAULAY, TownshipIncorporated January 1, 1871.
No change since.MEDORA & WOOD, TownshipIncorporated March 29, 1873. No change since.
Application to separate the Township of Wood dismissed October 23, 1961.MONCK, TownshipIncorporated February 8, 1869.
No change since.MORRISON, TownshipIncorporated January 1, 1865.
No change since.MUSKOKA, TownshipIncorporated January 1, 1863.
No change since.OAKLEY, TownshipIncorporated January 1, 1839.
No change since.RIDOUT, TownshipIncorporated December 31, 1915.
No change since.RYDE, TownshipIncorporated January 1, 1879.
No change since.STEPHENSON, TownshipIncorporated January 1, 1871.
No change since.STISTED, TownshipIncorporated March 29, 1873.
No change since.WATT, TownshipIncorporated January 1, 1878.
No change since.

Source: Records of the Department of Municipal Affairs.

the current annexation application by the Town of Bracebridge, suggest that existing boundaries may prove more contentious in future than they evidently have in the past. In particular, the growth forecasts for the three large towns and their adjacent townships indicate the emergence of many inter-municipal problems in these areas in the future.

With regard to the unorganized territory in the District, the three geographical Townships of Baxter, Gibson, and Sinclair have remained in this status since they were originally surveyed. Each of these townships has been partially organized for school and local road purposes however. The areas organized for local road purposes are shown on Map 2.

Municipal Councils

Of the twenty-five municipal councils in the Review Area, those of the three villages and of seventeen of the townships are composed of a Reeve and four Councillors each. A Mayor and six Councillors comprise the council in each of the four towns, while in the United Townships of Medora and Wood, there is also a seven member council composed of six Councillors and the Reeve.

The terms of office of the various councils are given in Table 36. One-year terms are in effect in the three villages, and in ten of the eighteen townships. A straight two-year term is in effect in the Town

TABLE 36.

MUNICIPAL COUNCILS IN THE DISTRICT OF MUSKOKA, 1968.

	Size of Council	Term of Office					No. of Wards if any
		1 Year 1968	2 Years 1967/68 1968/69		Staggered 1968 1967/68 1968/69		
<u>Towns</u>							
Bala	7		7				
Bracebridge	7				1	3	3
Gravenhurst	7				1	3	3
Huntsville	7					4	3
<u>Villages</u>							
Port Carling	5	5					
Port Sydney	5	5					
Windermere	5	5					
<u>Townships</u>							
Brunel	5	5					
Cardwell	5			5			
Chaffey	5					3	2
Draper	5		5				
Franklin	5	5					
Freeman	5	5					
Macaulay	5			5			
McLean	5				2		3
Medora & Wood	7					4	3
Monck	5	5					
Morrison	5	5					
Muskoka	5				1	2	2
Oakley	5	5					
Ridout	5	5					
Ryde	5	5					
Stephenson	5	5					
Stisted	5	5					
Watt	5					3	2
<u>Total</u>	25 councils	13	2	2	8 councils		
		councils councils councils					
	135 members						

* Municipality divided into Wards, but has a general vote.

Source: Clerks' Returns and Review questionnaire.

of Bala, and in three of the townships. In the remaining three towns and five townships, a staggered system of elections is in effect, the details of which are given in the table. Only two of the municipalities, Bracebridge and Medora and Wood, are divided into Wards, and in the former, all councillors are elected at large; in the latter, three councillors are elected from Ward 1, two councillors from Ward 2 and one councillor from Ward 3, with the Reeve of course, being elected at large.

Further information on the councils in the District is given in Table 37. Nineteen of the councils hold their regular meetings once a month, while four hold meetings somewhat more frequently, either twice a month or once every three weeks. It will be noted that information for two municipalities is omitted from Table 37, due to their failure to respond to the Review questionnaire.

Council Committees

Only fourteen of the councils make use of council committees to deal with administrative problems before they come before council as a whole. In general the councils using committees are found in the towns, the villages and some of the townships subject to more rapid growth, but there are some exceptions. In total there are fifty-nine council committees of the twenty-three councils reporting. In at least nine of the councils therefore, the council as a whole is evidently still able to deal with all the administrative detail on all the matters coming

TABLE 37.

CHARACTERISTICS OF MUNICIPAL COUNCILS IN THE DISTRICT OF MUSKOKA, 1968.

	Frequency of Regular Meetings	No. of Council Committees	Mayor/or Reeve \$	All Councillors Combined \$	Total \$	No. of Council Members By Years of Council Experience		
						Under 5	5-10	Over 10
<u>Towns</u>								
Bala	1/mo.	6	525	1,440	1,965	5	2	
Bracebridge	2/mo.	6	920	2,100	3,020	6	1	
Gravenhurst	1/mo.	6	1,000	2,160	3,160	5	1	1
Huntsville	1/mo.	6	1,300	2,050	3,350	7		
<u>Villages</u>								
Port Carling	1/mo.	1	400	1,200	1,600	4	1	
Port Sydney	1/mo.	1	120	480	600	3	1	1
Windermere	1/mo.	3	-	-	-	3		2
<u>Townships</u>								
Brunel	1/mo.	5	400	1,200	1,600	1		4
Cardwell	1/mo.	-	200	672	872	2	1	2
Chaffey	1/3 wks.	6	700	1,725	2,425	4	1	
Draper	1/mo.	-	500	840	1,340	2	1	2
Franklin	2/mo.	5	500	1,150	1,650	2		3
Freeman	1/mo.	1	270	800	1,070	3	1	1
Macauley	1/mo.	-	500	800	1,300	2	1	2
McLean	1/mo.	6	350	1,200	1,550	3	2	
Medora & Wood	1/mo.	6	1,500	3,042	4,542	7		
Monck	1/mo.	-	375	1,000	1,375	3		2
Morrison	1/mo.	-	240	720	960	3	1	1
Muskoka	2/mo.	-	336	1,152	1,488	2	2	1
Oakley	1/mo.	-	340	800	1,140	3		2
Ridout								
Ryde	1/mo.	1	144	601	745	2		3
Stephenson								
Stisted	1/mo.	-	110	400	510			
Watt	1/mo.	-	350	1,200	1,550	3	2	
Total	317/yr.	59	\$11,080	\$26,732	\$37,812	75	18	27

Source: Review questionnaire

before it, without the need for prior consideration by a committee. In four of the remaining councils - two in the villages and two in the townships - only one council committee has been established. It may also be noted that no council in the District has more than six committees.

Council Members

The number of years of experience on council has been compiled for 120 of the 135 present council members in the District (Table 37). The picture of experience which emerges is impressive: close to 40% of the sitting members have had five or more years of experience, and the majority of these - nearly a quarter of the grand total - have more than ten years of council experience behind them. In only two of the municipalities - Bracebridge and Medora & Wood - is the whole council composed of members with less than five years of council experience; and in one of the villages, and at least eight of the townships, two, three or four of the members have had over ten years experience.

In general, those with fewer years of council experience - presumably the younger council members - tend to be more predominant in the towns and less predominant in the villages and townships, but Port Carling, Chaffey, and Medora & Wood are exceptions to the latter generalization.

The allowances received by council members for their municipal duties are modest in all the municipalities, but tend to be slightly higher

in the three large towns, and in the Townships of Medora & Wood and Chaffey.

Considering the nature of the job and the extensive experience which many of the members bring to it, it would appear that the District is receiving a great deal of public service from its elected representatives at a relatively low cost. The total allowances paid to all 120 council members in the 23 municipalities reporting, amount to less than \$38,000, an average of just over \$300 per member per year. For this, the local affairs of the District are dealt with in well over 300 separate council meetings per year, an average of nearly one meeting per day somewhere in the District. Considering the permanent or even the seasonal population of the District, this is an impressive amount of meeting time involving a large number of elected representatives. This is local government still very near the grass roots, and able to give thorough consideration to the countless details of local problems. But it is also local government broken into 25 separate jurisdictions and severely limited in its ability to deal with the larger problems of the area as a whole.

Municipal Staffs

The municipal employees serving under councils are given in Table 38. In the three large towns the total employees range between 20 and 25, while in the remaining municipalities most have 10 or less. It must be stressed however that these are the employees serving under council, and that these totals therefore exclude the staffs of any local

MUNICIPAL STAFFS SERVING UNDER COUNCILS IN THE DISTRICT OF MUSKOKA, 1968.

Note: Part time includes seasonal.

- (1) Assessor is also By-Law Enforcement Officer
- (2) Clerk-Treasurer is also Assessor
- (3) Assessor is also Building Inspector
- (4) Separate Clerk and Treasurer
- (5) Dump cartakers hired jointly with Knitsville
- (6) Assessor is also Building and Plumbing Inspector
- (7) 5 Fire Mardens - take charge of grass and bush fires
- (8) Building Inspector is also By-Law Enforcement Officer
- (9) Excludes part-time pound keepers, sheep valuator and fence viewers occasionally employed
- (10) Separate Clerk and Treasurer
- (11) Fire Department shared with Sherbourne Township in Haliburton
- (12) Assessor is also Treasurer and Cemetery Caretaker
- (13) Clerk-Treasurer is also Assessor
- (14) Clerk-Treasurer is also Building Inspector

Source: Review questionnaire, Clerk's Returns, 1968 Municipal Directory, Handbook of Municipal Fire Department in Ontario.

boards or commissions. Outside the three large towns, the highest staff totals are found in Port Carling, Chaffey, Medora & Wood, Macaulay and Bala.

Although the individual totals are not large, the grand total of 201 for all the municipalities combined, is impressive. What is more notable however, is the fact that nearly half of these - 92 - are part-time employees, defining part-time to include temporary or seasonal staff. It would appear that many of the positions - particularly in the villages and several of the townships where the number of part-time employees is greater than the number of full-time staff - do not involve a sufficient work load to justify a full-time employee.

Looking at the different departments or functions, it will be noted that works and roads is not only the most important department in most of the municipalities, but also that it has the highest ratio of full-time employees. Thus while a third of the total council staffs in the District is devoted to works and roads, this function accounts for nearly half the full-time staff (volunteer firefighters have been excluded in calculating these ratios). This predominant position of the works and roads function is testimony to the vital importance of transportation in Muskoka.

Next in importance in terms of staff members are the clerk-treasurer functions, including tax collection, welfare administration

and office administration. Following this, policing, then assessment, account for the next largest numbers of staff; but the police forces are found mainly in the three large towns and are predominantly full-time employees, whereas the assessment function is of course performed in all the municipalities, but with nearly twice as many part-time as full-time assessors.

As the footnotes to Table 38 show, there are also several municipalities in which one individual is performing two or more functions. Indeed, the traditional combination of the clerks' and treasurers' functions is found in all but two of the municipalities, and in these two their separation is evidently not due to a greater specialization and division of labour.

To complete the picture of municipal staffs, it is necessary to consider next the local boards and commissions which share with the councils the task of local government administration in the organized municipalities of the District.

Local Boards

The local boards, their members and their staffs are given in Table 39. It should be noted that many councillors also sit as board members, the Mayor or Reeve of a municipality often sitting ex-officio on all the boards in that municipality. Therefore somewhat fewer individuals are involved than the combined total of council positions and

TABLE 47. LOCAL BOARDS, THEIR MEMBERS AND THEIR STAFFS, IN THE ORGANIZED MUNICIPALITIES OF THE DISTRICT OF MINNOKI, 1960.
(Exclusive of School Boards and Boards of Education) (p/t = part time)

Towns	Planning Board Members	Board Staff	Committee of Adjustment Members	Staff	Utilities Commission Members	Staff	Community Centre Board Members	Staff	Parks Board Members	Staff	Recreation Committee Members	Staff	Library Board Members	Staff	Museum Board Members	Staff	Cemetery Board Members	Staff	Industrial Commission Members	Staff	Retarded Children's Bd. Members	Staff	Civic Music Association Members	Staff	Total				
																									Boards	Members	Full time	Part time	Total
Bala	5	1 p/t.	3	1 p/t.	4	(17)	3	2	6	1 p/t.	9	5	5	(1)	3	2 p/t.	6	1 p/t.	2	1	4				11	19	2	22	
Bracebridge					3	9			5		7	5	5	(2 p/t.)	3	2 p/t.	4								33	11	3	22	
Gravenhurst	5				3	9			6	1 p/t.			5	(2 p/t.)	3	2 p/t.	4								44	11	6	17	
Huntsville	6				3	9			5				5	(1)	3	2 p/t.	4								37	10	10	10	
Village																													
Port Carling	7				3	1 p/t.	7	1 p/t.	6	1 p/t.	5	1 p/t.	5	1 p/t.	4	1 p/t.	5	1 p/t.	6	34	5	5				34	5	5	5
Port Sydney																		1	3								1	1	1
Windsor																													
Townships																													
Brudenell																													
Cardwell																													
Chaffey																													
Draper																													
Franklin																													
Freeman																													
Macaulay																													
McLean																													
Medora & Wood	7																		7	39						7	39	7	7
Monck																			2	13									
Morrison	5																												
Muskoka																													
Oakley																													
Ridout																													
Ryde																													
Stephenson																													
Stated																													
Watt																													
Total	48	1 p/t.	3	1 p/t.	15	(35)	53	(2)	12	1 p/t.	22	1 p/t.	20	(3)	12	3 p/t.	23	2 p/t.	3		7					221	38	17	55

Source: Review Questionnaire

board positions would indicate. Nevertheless the boards do provide an opportunity for the participation of a large number of citizens in local government. With the exception of the utilities commissions, virtually all the board members are appointed by the respective councils, for terms of office varying generally between one and three years. It will be noted that the number of board member positions - 221 - is more than 50% greater than the 135 council positions noted previously. It may also be noted that the number of different types of boards is significantly greater than the number of different departments or functions found in the staffs serving under councils in the District. In other words, more specialization is evident in the boards of the District than in the administrations under councils.

Board staffs are not so numerous however, and only total a little over a quarter of the number found on the staffs serving under council. But the ratio of full-time board employees is higher.

The predominant position occupied by the works and roads function in the case of the municipal staffs, is taken by the utilities commissions in the case of the board and commission staffs. This is of course a reflection of the self-supporting nature of utilities enterprises. Aside from the utilities staffs, none of the local boards has more than three employees, and part-time positions predominate.

On the whole, the number of local boards in the District is

relatively small, with many of the municipalities having none. Muskoka has thus avoided the proliferation of local boards and their staffs which is often found in other parts of the Province.

School boards and boards of education have of course been omitted from the above discussions. The subject of education is treated separately in a later chapter.

Staff Salaries

The salaries paid to municipal staffs serving under councils and local boards, are set out in Table 40. Considering the total of 256 staff positions involved, the total salary expenditure of only \$758,000 is not high, and indicates an average per employee of under \$3,000 per year. In the case of the staffs serving under councils, the average is even lower, just over \$2,700 per year, while the employees of the local boards receive on the average about \$3,800 - \$1,100 more per annum.

These relatively low averages are of course largely due to the high proportion of part-time employees, and the difference between board and council staffs is largely due to the higher proportion of full-time workers employed by the local boards. Nevertheless, an examination of the salary levels established for both the full-time and part-time positions, leaves no doubt that in most of the municipalities staff salaries are quite low. Only in the larger towns and a few of the townships can it be said that sufficient salaries are being paid to attract and retain

TABLE 40.

EXPENDITURES ON STAFF SALARIES BY MUNICIPALITIES
AND THEIR LOCAL BOARDS IN THE DISTRICT OF MUSKOKA, 1968.
(Exclusive of School Boards and Boards of Education)

	<u>Staff Under Council</u>	<u>Staff of Local Boards</u>	<u>Total</u>
	\$	\$	\$
<u>Towns</u>			
Bala	16,750	200	16,950
Bracebridge	73,300	101,900 (1)	175,200 (1)
Gravenhurst	89,781	57,595 (2)	147,376 (2)
Huntsville	73,985	44,300 (3)	118,285 (3)
<u>Villages</u>			
Port Carling	24,700	2,360	27,060
Port Sydney	6,090		6,090
Windermere	1,900		1,900
<u>Townships</u>			
Brunel	19,263		19,263
Cardwell	6,850		6,850
Chaffey	37,969		37,969
Draper	8,000		8,000
Franklin	12,776		12,776
Freeman	15,900	3,840	19,740
Macaulay	3,505		3,505
McLean	4,600		4,600
Medora and Wood	53,990		53,990
Monck	12,395		12,395
Morrison	13,500		13,500
Muskoka	22,800		22,800
Oakley	5,475		5,475
Ridout	2,850		2,850
Ryde	5,025		5,025
Stephenson	9,720		9,720
Stisted	4,800		4,800
Watt	21,900		21,900
<u>Total Salaries</u>	\$547,824	\$210,195	\$758,019
<u>Total Staff</u>	201	55	256
<u>Average per Employee</u>	\$2,725	\$3,822	\$2,961

(1) \$92,900 of this is for Utilities Commission Salaries.

(2) \$49,553 Utilities Commission Salaries.

(3) \$44,300 Utilities Commission Salaries.

qualified and competent personnel. It should be noted however, that recent salary increases have taken place in several of the municipalities, and there is little doubt that increasing competition for good staff will continue to raise average salary levels in the future. This would seem to be essential if local government in Muskoka is to develop the competent administration required to deal effectively with the District's problems.

If higher salaries are likely to be required in the future, the question of how to make the best use of more highly paid staff will become increasingly important. There seems little doubt that many of the present municipalities are simply too small to either justify or permit the development of competent full-time staffs able to take advantage of the benefits of specialized training.

Some of the more specialized professional services, such as legal service, auditing, engineering and planning, are now purchased on a contract basis by most of the municipalities from private firms. The expenditure in 1967 for such services is given in Table 41. Since none of the District totals are very high, it seems doubtful that it would pay the District to attempt to provide most of these professional services for itself, with the notable exception of planning. It is possible however, that better contractual arrangements could be made jointly for several municipalities or perhaps for the District as a whole.

TABLE 41. MUNICIPAL EXPENDITURES FOR CONTRACTED
SERVICES IN THE DISTRICT OF MUSKOKA, 1967.

Legal	\$ 2,930
Auditing	14,020
Engineering	21,690
Planning	1,900
Surveying	1,500
Garbage Collection	13,300
Road Work	15,980
Snow Removal	<u>2,000</u>
Total Reported	\$73,320

Source: Review questionnaire, Clerk's Returns.

Local Boards in Unorganized Territory

Some local government organization exists even in the so-called unorganized areas of the District. Aside from the school boards, organization for a special purpose is found in the form of statute labour boards and local roads boards, both dealing with the provision of local road facilities. The areas of jurisdiction of these boards are shown on Map 2 and the board composition in each case is given in Table 42.

Joint Boards

Perhaps the most notable feature of present local government organization in Muskoka is the significant role played by three joint or district boards in the fields of health and welfare. Although a joint planning board also exists in the District, it has evidently not been active. Other forms of joint organizations are also in evidence, such as the Fire Mutual Aid System, the hospital boards, the Algonquin Regional Library System, and of course some of the school boards, but apart from the latter these are either not properly considered a part of local government, or as in the case of the Fire Mutual Aid System, do not involve a board for their administration. It is understood that sufficient by-laws have now been passed in the District to establish district assessment, but again no board will be involved in this.

Thus there are really only four joint boards operating in the District and these are detailed in Table 43.

TABLE 42. LOCAL BOARDS IN UNORGANIZED TERRITORIES,
DISTRICT OF MUSKOKA, 1968.

(Exclusive of School Boards)

<u>Type of Board</u>	<u>Name of Board</u>	<u>Location</u>	<u>No. of Members</u>	<u>Part-time Staff (unpaid)</u>
Statute Labour	Baxter	Baxter Twp.	5	1
" "	Gibson Lake North	Gibson Twp.	5	1
" "	Go Home Lake	Gibson Twp.	5	1
Local Roads	South Gibson N-749-A	Baxter and Gibson Twp.	3	1
" "	Hiawatha N-749	Gibson Twp.	3	1
" "	Sinclair N-842	Sinclair Twp.	3	1
" "	West Oxbow Lake N-573-A	Sinclair and Finlayson Twps.	3	1
<hr/>				
Total	7 Boards		27	7

Note: See Map 2 for areas of jurisdiction of these Boards.

Source: Department of Highways.

TABLE 43.

JOINT BOARDS, THEIR MEMBERS AND THEIR STAFFS, 1968.
(Exclusive of School Boards and Boards of Education)

	<u>Muskoka- Parry Sound District Health Unit Board(1)</u>	<u>Muskoka District Childrens' Aid Society Board</u>	<u>Muskoka District Home For the Aged Board</u>	<u>Lake of Bays Area Planning (4) Board</u>	<u>Total</u>
No. of Board Members	12	20	5	9	46
No. on Staff-total	45	11	78	1	135
- full time	39	10	52		101
- part time	6	1	26	1	34
Allowances to Board Members (2)	\$3,500		\$665		\$4,165
Staff Salaries (2)(3)	\$271,550	\$63,400	\$270,275		\$605,225
Average Salary per employee	\$6,034	\$5,764	\$3,465		\$4,483

- (1) The area of jurisdiction of the Health Unit includes most of Parry Sound District and a portion of Haliburton, as well as all of Muskoka. Muskoka's share of the Units' total 1968 municipal levy is approximately 67%; if this proportion is taken as Muskoka's share of the Unit's allowances and staff salaries, the resulting figures are \$2,345 and \$181,938 respectively.
- (2) 1968 budget figures, exclusive of travel allowances.
- (3) Including Board contributions to Unemployment insurance, Workmen's compensation, pension, hospital and medical insurance.
- (4) Inactive - no 1968 budget prepared. Area of jurisdiction comprises the Townships of Franklin, Brunel, McLean and Ridout, Franklin being the Designated Municipality.

The Muskoka-Parry Sound District Health Unit Board, the Muskoka District Children's Aid Society Board, and the Muskoka District Home for the Aged Board are the three important ones for purposes of the present discussion. The role each of these plays in providing local government services will be described more fully in later chapters. Here we are interested in their organization, members, staffs and salaries, which are set out in the table.

The method of selection of the board members is also of interest and will be described first.

In the case of the Muskoka-Parry Sound District Health Unit, its area of jurisdiction is now very much larger than the District of Muskoka, taking in most of the District of Parry Sound and a portion of the Provisional County of Haliburton. Included in this area of jurisdiction are forty-six organized municipalities, while the number of unorganized townships served is currently being brought up to twenty. The selection of a board of manageable size to represent such a large area is handled by grouping the organized municipalities into zones, and having each zone send a representative to the board. Ten zones have been established as set out in Table 44. The ten zone representatives, who have a term of office of one year, along with two members appointed by the Lieutenant Governor in Council for three year terms, comprise the twelve member board. In selecting the representative for a zone, the councils of the

<u>ZONE</u>	<u>MUNICIPALITIES</u>
Zone #1	Town of Gravenhurst Township of Morrison Township of Muskoka Township of Ryde
Zone #2	Town of Bala Township of Medora & Wood Township of Freeman
Zone #3	Village of Port Carling Village of Windermere Township of Monck Township of Watt
Zone #4	Village of Port Sydney Township of McLean Township of Sherborne, McClintock & Livingstone Township of Stephenson Township of Ridout
Zone #5	Town of Huntsville Township of Brunel Township of Chaffey Township of Franklin Township of Stisted
Zone #6	Town of Bracebridge Township of Draper Township of Macaulay Township of Oakley
Zone #7	Township of Carleton Place Village of Rosseau Township of Humpary Township of Christie
Zone #8	Town of Parry Sound Township of Carling Township of Foley Township of McDougall Township of Hagerman Township of McKellar
Zone #9	Township of Perry Township of Armour Town of Kearney Township of Ryerson Village of Burks Falls Township of McMurrich
Zone #10	Village of Sundridge Village of Magnetawan Township of Chapman Township of Strong Township of Joly

municipalities in that zone each name a municipal representative and these representatives then sit as a sort of "college of electors" to choose the zone representative, who need not be a sitting member of any of the councils. In practice, the councils are sometimes able to reach informal agreement on the choice of a zone representative, without appointing the individual municipal representatives. As the Public Health Act requires the incoming Board of Health to hold its inaugural meeting before February 1st each year, newly-elected municipal councils have only a short time in which to agree on their zone representative. Although there have been some inevitable difficulties in making such a system work, it appears that on the whole it has proven reasonably satisfactory.

In the case of the Muskoka District Children's Aid Society, its board, like those of other Children's Aid Societies in the Province, is chosen annually by the interested citizens who form the membership of the Society. The by-laws of the Muskoka Society establish a board of twenty members. Under the Child Welfare Act, a Children's Aid Society is required to have an executive of nine members, of which four shall be municipal representatives. In Muskoka, these four represent Bracebridge, Gravenhurst, Huntsville, and Medora & Wood. The other five members on the executive are elected annually by the board, the four municipal representatives also being appointed for one year terms.

In the case of the Muskoka District Home For The Aged Board, there are five members, all appointed by the Lieutenant Governor in Council from persons resident in the District. Two members are appointed for three-year terms, two for two-year terms, and one for a one-year term. The chairmanship is required to change at least once every three years.

In the case of the fourth joint board, the Lake of Bays Area Planning Board, there are nine members, appointed by the Minister of Municipal Affairs a few years ago, with staggered terms, some ending in 1966, some in 1967 and some in 1968. The area of jurisdiction of this board comprises the four townships of Franklin, Brunel, McLean and Ridout, with Franklin being the designated municipality. In the composition of this board each of these municipalities is represented by two members, the Reeve of Franklin sitting ex-officio as one of the two from that municipality. The ninth member is intended to represent the interests of the whole joint planning area.

Turning now to the staffs of these joint boards, it will be seen that they total 135, over 100 of these being full-time personnel. In terms of full-time staff then, the three large joint boards employ almost as many as serve on a full-time basis under the municipal councils in the District.

This higher proportion of full-time staff is particularly notable in the case of the Health Unit and the Children's Aid Society, and these

organizations also tend to have a high proportion of professionally qualified personnel. The influence of these two factors is apparent in the respective salary figures, which average considerably higher than those given in Table 40 for the staffs serving under councils and local boards. The result is that total salary expenditures by the joint boards amount to about \$605,000 per annum compared to about \$758,000 for the council and local board staffs.

It is clear therefore, that these district boards comprise a most important part of the total local government organization in the Review Area.

It must be stressed of course, that a large part of the budgets of the joint boards are obtained from Provincial sources in the form of various kinds of grants, and that the salary figures quoted above are not primarily financed from local taxes. Nevertheless, the staff and salary figures raise an important issue for the Review. To bring this out clearly, a summary picture is required which is presented below.

Summary of Local Government Organization

The composite picture of councils, local boards and joint boards and their staffs in the District of Muskoka is presented in Table 45. Because the Health Unit covers a considerably larger area than Muskoka, it has been necessary in this table for purposes of comparability to apportion the Unit's members, staff and salaries which might reasonably

TABLE 42.

SUMMARY OF COUNCILS AND BOARDS, THEIR MEMBERS
AND THEIR STAFFS, IN THE DISTRICT OF MUSKOKA, 1968.

	<u>Councils</u>	<u>Local Boards In Organized Municipalities</u>	<u>Local Boards In Unorganized Territories</u>	<u>Joint Boards(1)</u>	<u>Total(1)</u>
No. of Councils or Boards	25	49	1	4	79
%	33.3	54.7	6.7	5.3	100.0
No. of Members	135	221	27	42	425
%	32.2	52.8	5.0	10.0	100.0
				(46)	(429)
No. of Staff-total	204	55	7	120	386
%	53.1	14.3	1.3	31.3	100.0
				(135)	(401)
- full time	109	38	-	88	235
%	46.4	16.2	-	37.4	100.0
				(101)	(248)
- part time	95	17	7	32	151
%	63.7	11.4	3.4	21.5	100.0
				(34)	(153)
Allowances to Members	\$37,812	(2)	-	\$3,010	\$40,822
%	92.6	-	-	7.4	100.0
				(\$4,165)	(\$41,977)
Staff Salaries	\$547,824	\$210,195	-	\$515,613	\$1,273,632
%	43.0	16.5	-	40.5	100.0
				(\$605,225)	(\$1,363,244)

(1) Includes one board serving an area considerably larger than Muskoka: See Table 43, footnote (1). For comparability, only Muskoka's share (67% of the board's municipal levy) of this board's members, staff, allowances, and salaries are included in this table, but the full figures are given in brackets.

(2) Some local boards pay allowances to their members, but the information available is very incomplete and has not been compiled.

be attributed to Muskoka. This has been done on the basis of Muskoka's share of the Health Unit's municipal levy, and is of course only an approximation because the Health Unit does not divide its operations in this way. This larger area of jurisdiction utilized by the Health Unit raises a separate issue for the Review: i.e. whether the District of Muskoka is large enough to support the efficient operation of a regional service. This issue will not be gone into here but will be dealt with later in the Review.

The issue we are concerned with here is brought out by the figures in Table 45, which show the share of local government operation in Muskoka which remains under the direct control of elected municipal councils.

The councils themselves now represent about one-third of the total number of councils and boards in the District, and the council members similarly represent about one-third of the total number of membership positions on all such constituted bodies in Muskoka. When we look at the number of full-time and part-time staff combined, those serving under councils represent a little over half the District total; but in the case of full-time staff the numbers serving under local boards and particularly under the joint boards come to more than half the District total. As far as allowances paid to council and board members are concerned the council members till account for the major part of the modest

total in the District. But when it comes to staff salaries, well over half the District total is accounted for by boards rather than councils, and the joint board salaries alone approach closely the salaries paid to staff serving under councils. If the staff and salaries in the field of education were included, it is clear that the elected councils in Muskoka now exercise direct control over only a minor part of the total local government structure in the District.

The issue facing the Review of course, is whether the advantages of separate board operation for specific services are great enough to warrant continuation of the present system, or whether these services should be brought more directly under council control. One thing seems clear: if the District-wide services were to be made more directly responsible to elected representatives, some form of District-wide council would be required for the purpose.

Of course a District council might well be established for other purposes, leaving the present District boards to continue as at present, or possibly merging them to some extent, perhaps creating a multiple-purpose Health and Welfare Board.

What seems clear however, is the fact that events have been passing the present municipalities by because they cannot cope with the larger-area problems of to-day. Because it was important that these area-wide problems be met and because the existing structure of

municipalities was unable to meet them directly, District-wide special purpose bodies have been established to do the job. While there is no doubt that on the whole these bodies are meeting the need, it is clear that if all District-wide problems are to be met in this way, the present municipal councils will become less and less important as time goes on. In other words, if the institution of the municipal council is to remain viable in Muskoka, it must be given an area of jurisdiction and responsibility in keeping with the most pressing needs of the District.

The issue may perhaps be put more clearly: the area-wide needs of the District must be met either through special-purpose bodies such as the present joint boards, or through a general purpose body such as some form of District Council, or both; and the body or bodies which meet these needs may be either appointed, or elected, or both. The decisions made on these matters will largely determine the future form of local government in Muskoka.

CHAPTER 4THE DEMOCRATIC PROCESS

How does the present structure of local government in the Review Area function? What are the nomination and election dates and procedures, who votes, and how representative are the elected representatives?

In an area such as Muskoka, with a large seasonal population, the question of election dates takes on special significance. This is one of several fields in which general provincial legislation and practice, well-suited to conditions elsewhere in the Province, are not tailored to the special requirements of an area like Muskoka.

The general practice throughout the Province with regard to the dates of nominations and municipal elections is to hold the former in November and the latter in December so that the new council may take office at the beginning of the new year. Although this practice makes it difficult for the seasonal ratepayers to participate in Muskoka elections, it is generally followed in the municipalities throughout the District with two notable exceptions, the Villages of Port Sydney and Windermere. Both these municipalities had their origins as summer communities and in both cases the original village charters stipulated that municipal elections should be held in the summer. In practice this means that these municipalities hold their nomination meetings on the last Monday in July, and

their elections on the first Monday in August, which is of course a civic holiday. The new councils take office a week later, or about two-thirds of the way through the calendar year. This creates budgeting problems of a serious nature, which no doubt in part accounts for the fact that other municipalities in the District have not adopted a similar election date. Since the municipal budgets in Port Sydney and Windermere are still not adopted until about the end of March or early in April, this means that the old council presides over about four months of the budget year and the new council takes over a partly-spent budget and does the best it can with the remaining money.

But in spite of such budgetary problems, the procedure followed in these two villages demonstrates one method of adapting local institutions to the requirements of a seasonal population. It is possible that other methods might be developed which would overcome some of the budgetary difficulties faced by Port Sydney and Windermere. For example, the staggered system of elections in use in several of the area municipalities but not in either of the villages in question, might ensure sufficient continuity to the councils to largely overcome the danger of the outgoing council spending too much of the annual budget before the election date. Similarly, a two or three-year term of office would also make a summer election date much more feasible from the budgetary point of view.

At the present time it is not clear how much concern is felt by the seasonal property owners over the difficulty of voting in winter elections in most of the District's municipalities. It is clear however that the ratio of cottage owners to permanent residents is already about 2 to 1, and is likely to grow closer to 3 to 1 in the foreseeable future; and with such a high ratio, it is unrealistic to assume that the issue can be ignored. Estimates by the municipal clerks of the proportion of eligible cottagers who actually voted at the last election ranged between zero and 50%, with the majority of the estimates falling in the 5% to 10% range. Interestingly, in the case of Windermere the estimate was only 10%, while in Port Sydney, the former clerk indicated that the proportion varied considerably at different elections, depending on the nature of the election issues. It might well be therefore, that given a convenient method of voting in municipal elections, most cottagers would only do so if they became really concerned over some local issue; but the assurance that they could readily vote if the occasion warranted it would remove a source of irritation which many cottagers complain about. The lack of cottager unrest over this issue is indeed one of the major advantages to their system noted by both Port Sydney and Windermere. The major disadvantage of course, lies in the fiscal problems noted earlier; unless these could be overcome there would be much justifiable opposition to a system designed to make voting easier for the cottage owners.

Thus, other possible means of enabling seasonal ratepayers to vote more readily should also be considered. One such method might be a "write-in ballot", which if it could be sufficiently safeguarded against improper use, might prove a more feasible method.

It may be that there is also some more deeply-rooted opposition to summer elections, stemming perhaps from inherent conflicts of interest between permanent and seasonal residents. If this is the case, the grounds for such opposition should be brought to the attention of the Review, in briefs and at the forthcoming public hearings.

Candidates and Elections

A surprisingly high proportion of the municipal council positions in Muskoka over the last five elections have been filled by acclamation, as shown in Table 46. This may either be indicative of a high level of satisfaction with incumbent office holders or a sign of flagging interest in local issues, or both. Because many of the major issues facing Muskoka no longer fall directly within the domain of the local councils, it is suspected that at least in part, the high ratio of acclamations may reflect some decline in the interest in local election issues. As Table 46 shows, over a third of the potential council positions which might have been contested over the past five elections have been filled by acclamation.

A further indication that interest in local elections may be declining, is given by the fact that three of the municipalities have reported

TABLE 46. MUNICIPAL COUNCIL POSITIONS FILLED BY ACCLAMATION AT THE LAST FIVE ELECTIONS, AND % OF QUALIFIED VOTERS VOTING FOR THE OFFICE OF HEAD OF COUNCIL AT THE LAST ELECTION, MUNICIPALITIES IN THE DISTRICT OF MUSKOKA, 1968.

	No. of Council Positions Filled by by Acclamation at the Last Five Municipal Elections (Exclusive of School Boards)	% of Qualified Electors Who Voted for the Office of Head of Council at the Last Election (A = Acclamation)	By-law Under the Municipal Franchise Extension Act in Force
<u>Towns</u>			
Bala	1	A	
Bracebridge	12		Yes
Gravenhurst	2	58%	
Huntsville	10		Yes
<u>Villages</u>			
Port Carling	12	32%	
Port Sydney			Yes
Windermere	15	A	Yes
<u>Townships</u>			
Brunel	13	A	
Cardwell	13	A	
Chaffey	6	A	
Draper	16	A	
Franklin	10	12%	
Freeman	9	A	Yes
Macaulay	9	34%	
McLean	7	A	
Medora & Wood	4	A	
Monck	12	A	
Morrison	1		
Muskoka		A	
Oakley	5	A	
Ridout			Yes
Ryde	11	A	
Stephenson		27%	
Stisted		A	
Watt	2	8%	
<u>Total</u>	170	28%	6
	out of potential 458 or 37%		

Source: Review questionnaire, Clerk's Returns.

some difficulty in obtaining a sufficient number of candidates for their various elective positions in recent years.

Another indication is given by the proportion of qualified voters who actually voted at the last election for the office of head of council in the various municipalities. This indication is not very comprehensive, because of the large number of acclamations, but in the six municipalities where a poll was held for this position, the proportions voting ranged between 8% and 58%, with a weighted average of only 28%.

While none of this evidence is very conclusive, it does suggest that the democratic process in Muskoka is perhaps not as vital as it might be, considering the many problems facing the District. If this is in fact the case, it may in part reflect the point noted above, that events have been passing by the present municipalities in the District. If the most serious problems seem clearly beyond the capabilities of a local council, then it may well prove difficult to arouse much interest either in potential candidates or the electorate with regard to municipal elective positions.

The very fact that this Review was requested and inaugurated, is however ample proof that leading citizens throughout the Review Area are vitally concerned about its future.

PART 3THE FUNCTIONS OF LOCAL GOVERNMENTCHAPTER 5GENERAL GOVERNMENT ADMINISTRATION

The vital functions of the Clerk, the Treasurer, the Tax Collector, and the Assessor are dealt with in this chapter. The clerk and treasury functions will be discussed together, because they are handled by the same staff officer in most of the municipalities of the District.

Clerk-Treasurer Functions

As indicated in Table 38, these functions, including tax collection and local welfare administration, are handled by a total of 45 staff persons, 20 of them serving on a part-time basis. In all but three of the municipalities - Cardwell, Ridout and Ryde - a single official handles the combined clerk-treasurer's functions, and in twelve of the municipalities - the three villages and nine of the eighteen townships - the clerk-treasurer has no staff assistance, but handles all these essential functions unaided. Four of these lone clerk-treasurers do so on a part-time basis.

Only in the three large towns and the Township of Medora & Wood does there appear to be a sufficient staff in the clerk-treasurer's department

to permit some effective division of labour and specialization. These are also evidently the four municipalities having the greatest administrative work load.

From the equipment inventories submitted in response to the Review questionnaire, these four municipalities are also evidently the only ones in which the use of mechanical office equipment extends much beyond the basic minimum of a typewriter and an adding machine, and into such equipment as billing machines, Addressograph equipment, duplicating machines, dictating machines, photo-copiers and several calculators or adding machines.

With regard to experience, most of the officials performing the clerk and treasurer functions have spent many years in this or related work. The questionnaire replies indicated however, that only two of the clerk-treasurers in the District have taken the course sponsored by the Association of Municipal Clerks and Treasurers; they are employed by Bracebridge and Medora & Wood.

In addition to their primary responsibilities, the lack of a District Welfare Administration Board in Muskoka means that the task of administering general welfare assistance must generally be handled by the clerk-treasurer personnel. With the pressures of other work, it is likely that the required welfare investigations frequently leave something to be desired.

The matter of tax billing also deserves a word of comment, for this field along with the recording of assessment information is one where the application of modern data-handling equipment can result in significant savings and improved efficiency. Obviously under present conditions, only a very limited use of the less sophisticated type of such equipment is possible, and then only in a few of the larger municipalities. But with the advent of district assessment it seems possible that such advantages might be made available to the individual municipalities through sharing of central data processing equipment.

Another area of potential saving lies in the field of capital borrowing. Under present conditions and interest rates in the debenture market, borrowing by small, individual municipalities is likely to be both difficult and expensive. If borrowing were to be done against the pooled resources and credit to the District as a whole (as is now the case for the District-wide services), there is little doubt that significant savings in interest payments could be realized on any necessary future debenture issues. As in Metropolitan Toronto, although the borrowing is done against the credit of the area as a whole, repayment could be entirely the responsibility of the portion of the area benefiting from each capital investment.

In the case of some of the capital installations in the towns which are of benefit to portions of the adjacent townships, such an approach

might also facilitate a more equitable distribution of the debt service charges.

Assessment

The information, received while this report was going to press, that sufficient municipal by-laws have now been passed in the District to bring about the establishment of District Assessment, marks a very significant step in the development of local government administration in Muskoka.

At the present time, with assessment still a responsibility of each local municipality, the assessment staff throughout the District is as shown in Table 38. The total assessment personnel number 25, 16 of them on a part-time basis. While this works out to an average of one per municipality, one municipality was without an assessor at the time the table was prepared, in one other the assessment function is performed by the Clerk-Treasurer, while in a third the office of Treasurer and Assessor is held by the same person. In one of the municipalities on the other hand, assessing is carried out by two persons, both on a part-time basis. In only one municipality - Medora & Wood - is there what could be called an assessment staff; there, the full-time assessor has both an assistant assessor and a stenographer, also full-time.

Again, as with the Clerk-Treasurers, many of the Assessors in the District have had a considerable amount of assessing and related

experience. But only two of the assessors are fully licensed, having completed the M.I.M.A. training and possessing five years or more of assessment experience; eight more have qualified for their probationary license, being enrolled in the M.I.M.A. course; while the remainder hold only a temporary license, granted because they were practicing assessors as of the end of December 1965. The age distribution of assessors in the District also shows that twelve of them are 60 years of age or older, and while this helps to account for the extensive experience which many have had, it probably implies some difficulty in adapting to the more demanding requirements of modern assessment practice as exemplified by the new assessment manual adopted by the Province in 1964.

Replies to a questionnaire circulated by the Assessment Branch of the Department of Municipal Affairs, with regard to the extent to which all the detailed requirements of the Assessment Act are being met in the municipalities of Muskoka, indicate that present assessment practice in many of the municipalities leaves much to be desired.

It is therefore bound to take considerable time before District Assessment can achieve a truly equalized assessment throughout the whole District. But with the significant District-wide services already in existence, the coming District Board of Education, and the prospect of additional District services in the future, such an equalized tax base is

absolutely essential if the costs of shared programs are to be equitably borne.

A comprehensive picture of the assessed valuations throughout the District is given in the later chapter on municipal finance.

General Government Expenditures

The municipal expenditures on the above general government functions are given in Tables 47 and 48 for the years 1961 and 1966. It should be noted that these tables exclude the cost of administering general welfare assistance, which is dealt with in the chapter on welfare, while certain other municipal expenditures of a general nature are included.

A comment is also required on the layout of these tables. Instead of the alphabetical arrangement of municipalities by towns, villages and townships, which has been followed in the preceding tables of this report, geographical groupings are employed in these and subsequent tables on municipal finance.

These groupings have been chosen in order to facilitate the comparison of adjacent municipalities, and it is hoped that they will make it easier for the reader to interpret the tables.

It must be stressed that these groupings have been adopted solely for the purpose of tabular presentation, and that they do not imply anything with regard to the recommendations which will be made at the

MUSKOKA AREA STUDY

GENERAL GOVERNMENT GROSS AND NET EXPENDITURE - 1961

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Cravenhurst	25,407	—	—	—	25,407	—	—	—	25,407
Muskoka	11,770	155	—	—	11,925	—	—	—	11,925
Morrison	8,136	—	—	—	8,136	—	—	—	8,136
Ryde	3,421	—	—	—	3,421	—	—	—	3,421
Sub Total	48,734	155	—	—	48,889	—	—	—	48,889
Bracebridge	28,703 1/	—	—	4,649	33,352	—	—	125	33,227
Macaulay	5,126	—	—	—	5,126	—	—	—	5,126
Monck	7,381	—	—	—	7,381	—	—	—	7,381
Draper	4,331	—	—	—	4,331	—	—	—	4,331
Sub Total	45,541	—	—	4,649	50,190	—	—	125	50,065
Port Carling	6,224	—	—	—	6,224	—	—	—	6,224
Windermere	1,601	—	—	—	1,601	—	—	—	1,601
Watt	6,288	—	—	—	6,288	—	—	—	6,288
Port Sydney	1,526	—	—	—	1,526	—	—	—	1,526
Stephenson	5,786	—	—	—	5,786	—	—	—	5,786
Sub Total	21,425	—	—	—	21,425	—	—	—	21,425
Cardwell	3,144	—	—	—	3,144	—	—	—	3,144
Stisted	3,314	—	—	—	3,314	—	—	—	3,314
Sub Total	6,458	—	—	—	6,458	—	—	—	6,458
Total - Central	122,158	155	—	4,649	126,962	—	—	125	126,837
East:									
Huntsville	35,021	—	—	—	35,021	—	—	—	35,021
Chaffey	10,480	—	—	—	10,480	—	—	—	10,480
Brunel	4,401	—	—	—	4,401	—	—	—	4,401
Sub Total	49,902	—	—	—	49,902	—	—	—	49,902
Franklin	7,733	1,923	—	—	9,656	—	—	—	9,656
McLean	4,989	—	—	—	4,989	—	—	—	4,989
Ridout	4,385	—	—	—	4,385	—	—	—	4,385
Sub Total	17,107	1,923	—	—	19,030	—	—	—	19,030
Oakley	2,071	—	—	—	2,071	—	—	—	2,071
Total - East	69,080	1,923	—	—	71,003	—	—	—	71,003
West:									
Bala	13,273	—	—	—	13,273	—	—	—	13,273
Medora & Wood	27,537	—	—	—	27,537	—	—	—	27,537
Sub Total	40,810	—	—	—	40,810	—	—	—	40,810
Freeman	4,655	—	—	606	5,261	—	—	—	5,261
Total - West	45,465	—	—	606	46,071	—	—	—	46,071
TOTAL-DISTRICT	236,703	2,078	—	5,255	244,036	—	—	125	243,911

1/ Includes \$4,576 Subdivision Costs.
Source: Financial Statements of municipalities listed.

TABLE 48.

MUSKOKA AREA STUDY

GENERAL GOVERNMENT GROSS AND NET EXPENDITURE - 1966

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	50,902	516	—	—	51,418	—	—	—	51,418
Muskoka	39,377	33,022	—	—	72,399	30,789	—	2,492	39,118
Morrison	12,238	1,394	—	—	13,632	17	—	—	13,615
Ryde	4,149	—	—	—	4,149	—	—	—	4,149
Sub Total	106,666	34,392	—	—	141,058	30,806	—	2,492	108,300
Bracebridge	38,816	—	—	4,510	43,326	—	—	—	43,326
Macaulay	4,850	—	—	—	4,850	836	—	—	4,014
Monk	15,369	—	—	—	15,369	—	—	191	15,178
Draper	6,142	—	—	—	6,142	—	—	—	6,142
Sub Total	65,177	—	—	4,510	69,687	836	—	191	68,660
Port Carling	15,407	—	—	—	15,407	—	—	—	15,407
Windermere	1,869	—	—	—	1,869	—	—	—	1,869
Watt	9,116	—	—	—	9,116	—	—	—	9,116
Port Sydney	4,505	—	—	—	4,505	—	—	—	4,505
Stephenson	5,985	—	—	—	5,985	1,634	—	—	4,351
Sub Total	36,882	—	—	—	36,882	1,634	—	—	35,248
Cardwell	4,026	—	—	—	4,026	—	—	—	4,026
Stisted	4,061	—	—	—	4,061	—	—	100	3,961
Sub Total	8,087	—	—	—	8,087	—	—	100	7,987
Total - Central	216,812	34,932	—	4,510	256,254	33,276	—	2,783	220,195
East:									
Huntsville	43,822	—	—	—	43,822	—	—	—	43,822
Chaffey	16,094	—	—	—	16,094	—	—	—	16,094
Brunel	8,727	—	—	—	8,727	—	—	—	8,727
Sub Total	68,643	—	—	—	68,643	—	—	—	68,643
Franklin	9,997	—	—	—	9,997	—	—	—	9,997
McLean	10,416	—	—	—	10,416	—	—	124	10,292
Ridout	6,730	—	—	—	6,730	—	—	—	6,730
Sub Total	27,143	—	—	—	27,143	—	—	124	27,019
Oakley	3,947	—	—	—	3,947	—	—	—	3,947
Total - East	99,733	—	—	—	99,733	—	—	124	99,609
West:									
Bala	17,327	—	—	—	17,327	—	—	—	17,327
Medora & Wood	42,116	684	—	—	42,800	—	—	—	42,800
Sub Total	59,443	684	—	—	60,127	—	—	—	60,127
Freeman	7,352	1,906	—	—	9,258	—	—	—	9,258
Total - West	66,795	2,590	—	—	69,385	—	—	—	69,385
TOTAL - DISTRICT	383,340	37,522	—	4,510	425,372	33,276	—	2,907	389,189

Source: Financial Statements of municipalities listed.

end of the Review. It is even likely that some better groupings could have been chosen for the tables, but the choice had to be made at an early stage of the data collection before the resulting figures could be known.

The tables show both gross and net current expenditures on general government functions. The gross figures show the total amounts expended, while the net figures show the cost to be met from local resources, after the deduction of any costs borne by the province or recovered from some other source.

While the net total rose from about \$244,000 in 1961 to almost \$390,000 in 1966, the latter figure is still relatively modest as a District total. As shown in the comparative tables included in the chapter on municipal finance, general government expenditures as a proportion of total gross expenditures increased nominally from 13.9% to 15.4% over this five year period, but still represent less than 1/6th of the total expenditures made by municipalities in the District.

CHAPTER 6PLANNING AND DEVELOPMENT CONTROL

The picture of planning organization in the District has already been given in Tables 39 and 43, which show that there are seven single independent planning boards and one joint planning board with a planning area comprising four townships, in the District. They also show that there is no professional planning staff for any of these boards. The planning board and committee of adjustment situation in the District is summarized again in the accompanying table, which also indicates the status of official plans, zoning by-laws and subdivision control by-laws in the various municipalities.

The picture which emerges from this table suggests that a promising beginning has been made on planning and development control in Muskoka, but that there is still a very long way to go.

The coverage by planning boards for example, looks more impressive than it really is, because the joint Lake-of-Bays Area planning board is evidently quite inactive, although some development control measures are currently being prepared by consultants for two of its member townships. Beyond this, there are still fourteen municipalities in the District with no planning board, including twelve of the eighteen organized townships. It is true that one more township - Muskoka - has recently applied for the establishment of a single independent board, which

PLANNING AND DEVELOPMENT CONTROLS IN THE
DISTRICT OF MUSKOKA, JUNE 1968.

<u>MUNICIPALITY</u>	<u>OFFICIAL PLAN</u>	<u>ZONING BY-LAW</u>	<u>SUBDIVISION CONTROL BY-LAW</u>	<u>PLANNING BOARD</u>	<u>COMMITTEE OF ADJUSTMENT</u>
<u>TOWNS:</u>					
Bala	-	X	X	S.I.	X
Bracebridge	Draft approved by Council			S.I.	
Gravenhurst	X	X	X	S.I.	
Huntsville	Draft Plan prepared	Submitted	X	S.I.	
<u>VILLAGES:</u>					
Port Carling	Pending Minister's approval	X		S.I.	
Port Sydney		P			
Windermere		P			
<u>TOWNSHIPS:</u>					
Brunel		being prepared	X	J-Lake of Bays	
Cardwell		-			
Chaffey		being prepared	being prepared		
Draper		-			
Franklin		being prepared	being prepared	J-Lake of Bays	
Freeman		P			
Macauley					
McLean				J-Lake of Bays	
Medora & Wood	being prepared	P	X	S.I.	
Monck		P		S.I.	
Morrison		X	X		
Muskoka		X + P	X	applied for (S.I.)	
Oakley					
Ridout				J-Lake of Bays	
Ryde			X		
Stephenson					
Stisted			X		
Watt					
<u>UNORGANIZED:</u>					
Baxter			(Minister's order)		

LEGEND: P = pending

X = some form of coverage

S.I. = Single Independent Planning Board

J. = Joint Planning Board

would reduce to eleven the number of organized townships not covered. But the three unorganized townships in the District are not covered either, and although they may be considered to be more or less a direct planning responsibility of the Province, they are also without the jurisdiction of a local planning body. Thus, of the twenty-one townships in the District, both organized and unorganized, fourteen would still lack planning board coverage. Of the total land area in the District therefore, only about a third would be under a planning board even if the most recent application for a township board were granted.

Perhaps of even greater concern, is the pattern of independent local planning areas which has been developing. Particularly in the towns and the adjacent townships, where the growth forecasts of Chapter 2 indicate an increasing number of inter-municipal problems, there is a growing need for effective joint planning, but no joint boards. And there is no machinery in the District to coordinate the planning programs of the several independent planning boards involved.

When we turn to planning activity under the boards, there is one Official Plan in force, one is awaiting the Minister's approval and three more are in the draft stage. Thus, five of the seven single independent planning boards have either developed or are developing an Official Plan. But three of these five plans are for towns, and a fourth is for a village so that while the areas they cover are of vital importance, they are not

very extensive. The fifth plan, for Medora & Wood, will however cover a very extensive area. But none of these plans are for the crucial township areas adjacent to the large towns, where much of the urban growth pressure in the District is being and will be felt.

When we turn to the development controls, including zoning by-laws and subdivision control by-laws, the situation is somewhat more encouraging. Fourteen of the municipalities now either have or are preparing zoning by-laws covering part or all of their areas, while subdivision control by-laws are now in force or are under preparation for part or all of the areas of eleven organized and one unorganized municipality. These measures give a good deal of control over development in many parts of the District, and while they cannot be said to achieve the proper long-range planning of these areas, they should help to prevent clearly undesirable development until such planning can be carried out.

The planning task which remains in Muskoka is clearly a very large one however. Indeed it must be concluded that only a beginning has been made. The size of the task is illustrated by Map 3, which shows the generalized existing land use throughout the District and indicates the large areas of potential development for which long-range planning is urgently required, if water pollution and other problems are to be avoided.

If such planning is to be both comprehensive and effective, it is suggested that three essential requirements must be met. First, it must

deal with the general and specific requirements of the District as a whole, and not with separate bits and pieces of it; second, it must be based upon an intimate knowledge and understanding of conditions in Muskoka; and third, it must have some form of District-wide authority behind it to assure effective implementation throughout the District. In addition, because of the many Provincial agencies making decisions which affect Muskoka, it will be important that there be some group or individual able to present the planning interests of the District with authority.

Aside from the Department of Municipal Affairs, it is probably the Department of Lands and Forests which is next most intimately involved with land use planning in Muskoka. Some indication of this Department's vital interest in the area is given by Map 4, which shows the provincial parks, water access points and public reserves administered by the Department of Lands and Forests.

With the growing pressure upon remaining Crown Lands and the continually growing need for additional provincial parks, the Department has developed its own long-range planning program for the lands under its control. In the case of the Parry Sound Forest District which includes Muskoka, this program has been assisted by a Committee on Recreational Land Use Planning, comprising the following members:

the M.P.P. for Muskoka

the M.P.P. for Parry Sound

a representative of the Ontario Federation
of Anglers and Hunters

a representative of the Northern Ontario
Tourist Outfitters

a representative of the Ontario Forest
Industries Association

This committee, established shortly after the second World War, has undoubtedly made an invaluable contribution to the development of a sound Departmental program for the Muskoka and Parry Sound Districts. It is notable however that there is no representative of local government on the committee.

If local government in Muskoka is to undertake a comprehensive planning program for the District, it is clear that continuing and effective liason will be required not only with the Department of Municipal Affairs, but also with the other appropriate Provincial Departments, and particularly the Department of Lands and Forests. Among the other key Provincial agencies may be mentioned the Ontario Water Resources Commission, the Department of Highways, and the Conservation Authorities Branch of the Department of Energy and Resources Management. Relationships with the former two will be discussed in subsequent chapters. The subject of conservation should be discussed here however, because of its close relationship with planning.

There is no Conservation Authority having any jurisdiction in

Muskoka. The Select Committee of the Provincial Legislature on Conservation Authorities, in its report published in 1967, included among its 127 recommendations the proposal that "all of Southern Ontario be embraced by Conservation Authorities and that Southern Ontario be defined as the whole of those watersheds lying wholly or partly southerly of a line drawn between Pembroke and Parry Sound". This recommendation would, if implemented, result in the establishment of Conservation Authorities covering all of the District of Muskoka, and in the map included in the Select Committee's Report such coverage of the District would involve parts of the areas of two authorities, and the entire area of a third. As the map merely shows watershed areas for which separate Conservation Authorities were deemed appropriate, the proposal could be implemented by combining two or more of the watersheds in question under a single Authority, as has been done elsewhere in the Province.

Many of the Select Committee's recommendations have been or are being implemented, but no action has been taken as yet on the above recommendation insofar as it would affect Muskoka. This may reflect a lack of compelling evidence in support of the proposal. It is not very clear just what kind of program a Conservation Authority would carry out in an area like Muskoka, but it seems likely that it would involve only a minor role with regard to pollution control, some flood control work of a minor nature, a reforestation program probably

mainly on abandoned farmlands in the area, and perhaps a fish and wild-life program. As each of these aspects is already the concern of one or another Provincial agency, it is not certain that the establishment of an additional authority would be worthwhile. It would however, provide a municipal-based agency in these fields, and for this reason the possible value of Conservation Authority coverage in Muskoka deserves further consideration by the Review.

There is another, more general reason for giving this matter further consideration, and that is the fact that the conservation of Muskoka's natural assets may well prove to be one of the most important and most difficult tasks that the District will have to face in the future. Whether a Conservation Authority is desirable or not, an effective conservation program should be a basic objective of long-term planning for the area. If the legislation and grant provisions under which Conservation Authorities presently operate are not tailored to this task in an area with the unique requirements of Muskoka, then perhaps some special provisions may need to be incorporated into the Conservation Authorities Act for this purpose; the Select Committee may even have had something like this in mind without being able at the time to spell out precisely what the provisions should be.

One area of potential concern for example, may lie in the urgent need for some agency to undertake some basic research studies into such matters as the capacity of various lakes in the District to support development

on their shores; at present, too little is known about this to provide a firm basis for long-term planning decisions, and more knowledge is urgently required. Perhaps studies of this nature should be considered more properly the responsibility of a conservation agency than of a planning agency. If so, this could have a bearing on the role that a Conservation Authority might play in an area like Muskoka.

CHAPTER 7EDUCATION, LIBRARIES AND RECREATIONEducation

The field of education is currently undergoing a great change in Ontario. Bill 44 has just been passed by the Ontario Legislature, establishing a system of County-wide and District-wide boards of education throughout the Province, the new system to come into effect on the first of January, 1969.

In Muskoka, the new District Board will not quite coincide with the Territorial District boundary, the Township of Freeman being omitted, and a small portion of the Township of Finlayson adjacent to Sinclair, being included.

The effect of the change on Muskoka school organization will be to replace some twenty existing school boards and boards of education with the one new District Board, which will take over all of the existing school facilities within its area of jurisdiction.

The new Board is to have fifteen members, fourteen representing public school supporters within the area and one representing separate school supporters. The electoral districts from which these representatives will be chosen are to be determined by the Clerks of the three municipalities having secondary schools, and of the three municipalities having the highest

equalized residential and farm assessments in the District, with a right of appeal from their allocation. The original Bill also required that representation be allocated according to equalized residential and farm assessment, but an amendment (referred to as the "Muskoka amendment") requires that the allocation be according to population in any District where in any one municipality the difference between that municipality's share of assessment and of population exceeds 15%. In the case of Muskoka, Medora & Wood is such a municipality, so that the determination of representation in Muskoka will be made according to permanent population.

The date of nomination for candidates seeking positions on the new Board will be the second Monday preceding the first Monday in December, 1968, and the date of election will be the first Monday in December 1968. The new Board will hold its first meeting on the second Monday in December, a week after the election, and will be able to transact business from that date, with the proviso that no commitments will take effect before January 1st, 1969. The legislation also makes provision for the existing Boards to sit as advisory committees to the new Board for the first three months of its operation, and at the request of the new Board this period may be extended up to six months, that is until the end of June 1969.

For the first year of operation at least, the levy of the new Board will be apportioned in two different ways: for secondary school purposes, according to equalized total taxable assessment; and for elementary school

purposes according to a special formula. This formula is designed so that the 1969 rate, if it had been levied in 1968, would produce no change in the surplus or deficit position of any of the existing Boards as of the end of 1968. The effect of this will be to hold the elementary school rates for a year at the former level, provided that level represented the true cost of education to an existing Board and was not distorted by a significant change in the Board's surplus or deficit position. If more money is required for elementary education than in 1968 however, the additional requirement will be levied according to equalized total taxable assessment. The new equalization factors which will apply for purposes of the District Board's 1969 levy are given in the later chapter on Municipal Finance.

This new District Board of Education will therefore be a most significant part of the total structure of local government in the Review Area. In a way, the change is similar to those which have taken place in the fields of health and welfare: that is, a significant municipal function has been placed under the jurisdiction of a District-wide board. This latest change differs in at least three import respects however: first, the new Board of Education is to be elected, not appointed; second, education is the most important of the functions of local government, accounting for over 40% of the total municipal tax dollar in the District in 1966; and third, the new Board has the traditional right of school authorities to require the levying of taxation sufficient to meet its requirements. With regard to the latter point, the

original proposal was for the new Boards to directly levy their own taxes, but as now determined, this is to be done for them by the municipalities, which may use a separate educational tax bill if they so desire.

The change thus has significant implications for the Review area. In terms of the quality of education, this may be expected to become more equal throughout the District, and it may also be expected to be generally improved over time, bringing educational opportunity in Muskoka more in line with that in other areas in the Province. In terms of finance, the significance of the change will lie first in a redistribution of the local cost of education throughout the District, and second in the possibility that total educational tax requirements will tend to rise as the new Board attempts to raise educational standards. There should of course be many offsetting savings due to the larger scale of operation, but it seems possible that the pressing need to improve educational standards may outweigh these.

In any event, the Review is now primarily concerned with the relationships, both financial and administrative, between the new District Board of Education on the one hand and the remaining structure of local government on the other. Because of the relative independence and authority of the new Board, the problem of overall coordination of its activities with those of all the other local government agencies will become

especially significant.

As essential background to an understanding of the role of education in Muskoka, Tables 49 through 52 analyse education revenues and expenditures throughout the District in 1966. The relative role of education in the overall District financial picture is discussed in the chapter on Municipal Finance. The analysis in these tables is by municipality rather than by existing school board, as it is felt that in this way the likely impact of the new school arrangements can be more readily calculated.

Libraries

These are four Public Library Boards in the District of Muskoka, each operating a library. They are located in Bracebridge, Gravenhurst, Huntsville and Port Carling. Total expenditures in 1966 for both capital and operating costs were as follows:

Bracebridge	\$ 5,961
Gravenhurst	5,091
Huntsville	5,813
Port Carling	<u>2,642</u>
	<u>\$ 19,507</u>

Two of these libraries date back to the early days of settlement in the District, Port Carling's having been established in 1887 and Bracebridge's in 1895. The Gravenhurst library was established in 1922 and Huntsville's in 1953.

Muskoka is also served by the Algonquin Regional Library

EDUCATION EXPENDITURE - 1966

* Municipality's Share of Expenditure (Fees or total Board expenditure less fees) distributed on the basis of total expenditure of Board.

Source: Financial Statements and Auditors' Reports for municipalities mentioned.

Source: Financial Statements and Auditors' Reports for municipalities mentioned.

MUSKOGA AREA STUDY
EDUCATION - 1966

TABLE 51.

PERCENTAGE DISTRIBUTION OF REVENUE BY SOURCE												
Municipality	Pupils in Unorganized Territory 1/	Prov- incial Grants	Tax Revenue	Fees Received 2/	Miscellaneous Revenue	Total	Municipality	Pupils in Unorganized Territory 1/	Prov- incial Grants	Tax Revenue	Fees Received 2/	Miscellaneous Revenue
Central:							Central (cont'd)					
Granbury	—	47.1	52.2	.1	.6	100.0	Watt	—	46.2	53.8	—	—
Public	—	73.9	23.4	.9	1.8	100.0	Public	—	—	—	—	—
Secondary	—	64.2	33.8	.6	1.4	100.0	Secondary	—	46.2	53.8	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—
Muskoka	—	46.3	53.1	.2	.4	100.0	Port Sydney - Public	—	68.6	29.2	1.4	.8
Public	—	—	—	—	—	—	Secondary	—	68.6	29.2	1.4	.8
Secondary	—	46.3	53.1	.2	.4	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	Stephenson	—	68.6	29.2	1.4	.8
Morrison	—	45.2	54.8	—	—	100.0	Public	—	68.6	29.2	1.4	.8
Public	—	—	—	—	—	—	Secondary	—	68.6	29.2	1.4	.8
Secondary	—	45.2	54.8	—	—	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	Sub Total (5 munic)	.6	54.7	43.2	.9	.6
Ryde	—	78.5	21.5	—	—	100.0	Public	.6	54.7	43.2	.9	.6
Public	—	—	—	—	—	—	Secondary	.6	54.7	43.2	.9	.6
Secondary	—	78.5	21.5	—	—	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	Cardwell	—	46.2	53.8	—	—
Sub Total (4 munic)	—	48.2	51.3	.1	.4	100.0	Public	—	46.2	53.8	—	—
Public	—	73.9	23.4	.9	1.8	100.0	Secondary	—	46.2	53.8	—	—
Secondary	—	58.9	39.6	.5	1.0	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	Swisted	—	73.9	24.9	1.2	—
Pracebridge	—	50.9	49.0	.1	—	100.0	Public	—	73.9	24.9	1.2	—
Public	66.8	19.1	7.7	1.9	4.5	100.0	Secondary	—	73.9	24.9	1.2	—
Secondary	48.2	27.9	19.2	1.4	3.3	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	Sub Total (2 munic)	—	66.9	32.2	.9	—
Maculay	—	80.3	19.1	—	.6	100.0	Public	—	66.9	32.2	.9	—
Public	—	—	—	—	—	—	Secondary	—	66.9	32.2	.9	—
Secondary	—	80.3	19.1	—	.6	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	Total - Central	.1	53.5	45.6	.4	.4
Monck	—	49.9	49.0	1.1	—	100.0	Public	42.5	39.1	13.4	1.5	3.5
Public	—	—	—	—	—	—	Secondary	19.1	47.0	31.2	.9	1.8
Secondary	—	49.9	49.0	1.1	—	100.0	Total	—	—	—	—	—
Total	—	—	—	—	—	—	East:	—	42.5	54.5	—	—
Draper	—	67.9	27.3	1.8	3.0	100.0	Huntsville	—	22.9	12.7	6.2	2.1
Public	—	67.9	27.3	1.8	3.0	100.0	Public	56.1	30.5	30.7	3.7	1.3
Secondary	—	—	—	—	—	—	Secondary	33.8	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—
Sub Total (4 munic)	—	54.4	42.1	.5	.5	100.0	Chaffey	—	75.8	23.1	—	1.1
Public	66.8	19.1	7.7	1.9	4.5	100.0	Public	—	55.4	44.6	—	—
Secondary	38.2	35.3	22.4	1.3	2.8	100.0	Secondary	—	68.2	31.1	—	.7
Total	—	—	—	—	—	—	Total	—	—	—	—	—
Port Carling	3.0	33.2	61.1	1.6	1.1	100.0	Brumel	—	79.6	14.2	1.7	4.5
Public	3.0	33.2	61.1	1.6	1.1	100.0	Public	—	79.6	14.2	1.7	4.5
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—
Windermere	—	46.2	53.8	—	—	100.0	Sub Total (3 munic)	—	63.2	35.2	.3	1.3
Public	—	—	—	—	—	—	Public	39.4	32.4	22.4	4.3	1.5
Secondary	—	46.2	53.8	—	—	100.0	Secondary	18.2	49.0	29.2	2.2	1.4
Total	—	—	—	—	—	—	Total	—	—	—	—	—

1/ Payment of fees by Province for pupils in unorganized territory.
2/ Includes fees from individuals and other school boards for which no adjustment has been made according to distribution of expenditures.

Source: Financial Statements of municipalities mentioned.

MUNICIPAL AREA STUDY

RECAPITULATION - 1970

Municipality	Net Operating Surplus or Deficit	Current Revenue	Prior Year	Assessments	Transfer	Balance	Municipality	Net Operating Surplus or Deficit	Current Revenue	Prior Year	Assessments	Transfer	Balance
Central							East (cont'd)						
Greenhurst	15,444	186,447	20,640	5,136	—	191,643	Grange	+ 29,493	225,790	1,136	28,168	—	249,253
Public	+ 3,763	259,284	15,465	20,777	—	278,526	Public	+ 17,172	126,567	15,465	28,168	—	169,375
Secondary	- 4,741	489,314	33,086	22,185	—	507,799	Secondary	+ 31,574	366,317	17,144	28,168	—	411,659
Total	- 1,278	675,761	48,546	42,962	—	726,325	Total	+ 6,694	91,568	—	—	—	91,568
Munika	- 4,631	168,374	43,577	—	—	211,951	Brual	+ 6,694	91,568	—	—	—	91,568
Public	- 4,631	168,374	43,577	—	—	211,951	Public	+ 6,694	91,568	—	—	—	91,568
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Merris	- 6,691	69,638	19,382	12,691	—	81,729	Sub Total (3 municipalities)	+ 37,137	546,545	1,336	54,605	8,750	631,635
Public	- 6,691	69,638	19,382	12,691	—	81,729	Public	+ 35,840	536,111	15,808	36,339	135,437	502,271
Secondary	—	—	—	—	—	—	Secondary	+ 1,297	1,089,056	17,144	70,944	163,987	1,271,131
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Rode	- 308	23,166	7,350	7,042	—	30,208	Franklin	- 7,311	81,631	—	1,564	—	83,195
Public	- 308	23,166	7,350	7,042	—	30,208	Public	- 7,311	81,631	—	1,564	—	83,195
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Sub Total (4 municipalities)	- 27,074	447,625	49,951	59,506	—	515,530	Kolan	- 6,130	30,595	—	—	—	30,595
Public	- 27,074	447,625	49,951	59,506	—	515,530	Public	- 6,130	30,595	—	—	—	30,595
Secondary	- 4,521	746,189	720,658	85,475	—	1,546,262	Secondary	- 6,130	30,595	—	—	—	30,595
Total	- 31,595	1,193,814	1,220,609	144,975	—	1,661,396	Total	- 12,260	61,190	—	—	—	61,190
Beauregard	- 593	203,156	202,873	7,127	—	210,753	Blount	- 6,984	34,126	—	—	—	34,126
Public	- 593	203,156	202,873	7,127	—	210,753	Public	- 6,984	34,126	—	—	—	34,126
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	- 593	203,156	202,873	7,127	—	210,753	Total	- 6,984	34,126	—	—	—	34,126
Meaulay	- 3,593	57,316	53,723	7,492	—	65,508	Sub Total (3 municipalities)	- 20,425	146,332	1,336	1,564	—	147,932
Public	- 3,593	57,316	53,723	7,492	—	65,508	Public	- 20,425	146,332	1,336	1,564	—	147,932
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Wink	- 3,433	88,588	85,135	19,483	—	108,471	Oakley	+ 1,497	21,442	—	5,356	—	29,798
Public	- 3,433	88,588	85,135	19,483	—	108,471	Public	+ 1,497	21,442	—	5,356	—	29,798
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Dunbar	- 1,712	53,894	52,182	540	—	56,394	Total - West	+ 18,209	712,779	1,336	61,625	8,750	789,250
Public	- 1,712	53,894	52,182	540	—	56,394	Public	- 25,840	336,111	45,808	16,439	135,237	703,695
Secondary	—	—	—	—	—	—	Secondary	- 17,631	1,251,850	17,144	77,864	113,987	1,452,845
Total	- 1,712	53,894	52,182	540	—	56,394	Total	- 43,471	1,587,961	62,952	134,303	249,224	1,772,140
Sub Total (6 municipalities)	- 9,321	403,334	394,033	44,893	—	438,926	West:	- 2,657	31,868	—	—	—	31,868
Public	- 9,321	403,334	394,033	44,893	—	438,926	Bala	- 8,640	169,634	—	—	—	169,634
Secondary	—	—	—	—	—	—	Public	- 1,657	21,688	—	—	—	21,688
Total	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Port Carling - Public	- 1,637	31,435	29,798	1,115	—	31,436	Madira & Wood	- 8,640	169,634	—	—	—	169,634
Public	- 1,637	31,435	29,798	1,115	—	31,436	Public	- 8,640	169,634	—	—	—	169,634
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Madira & Wood	- 1,295	17,010	16,755	6,356	—	17,311	Sub Total (2 municipalities)	- 10,497	201,422	—	—	—	201,422
Public	- 1,295	17,010	16,755	6,356	—	17,311	Public	- 10,497	201,422	—	—	—	201,422
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Matt	- 4,019	46,347	41,208	20,371	—	66,518	Freeman	+ 8,367	103,626	29,219	—	—	132,845
Public	- 4,019	46,347	41,208	20,371	—	66,518	Public	+ 8,367	103,626	29,219	—	—	132,845
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Port Sydney	- 4,819	46,347	41,208	20,371	—	66,518	Total - West	- 2,130	305,048	—	—	—	305,048
Public	- 4,819	46,347	41,208	20,371	—	66,518	Public	- 2,130	305,048	—	—	—	305,048
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Stephenson	- 2,377	56,453	57,006	18,057	—	78,117	TOTAL - DISTRICT	- 18,445	2,076,356	2,621	297,654	19,445	2,386,455
Public	- 2,377	56,453	57,006	18,057	—	78,117	Public	- 59,915	1,394,335	15,808	52,365	1,457,508	1,596,708
Secondary	—	—	—	—	—	—	Secondary	- 84,980	3,476,751	18,629	339,948	3,595,324	4,026,152
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Sub Total (6 municipalities)	- 4,509	163,357	154,442	57,223	—	220,699	Sub Total (6 municipalities)	- 4,509	163,357	154,442	57,223	—	220,699
Public	- 4,509	163,357	154,442	57,223	—	220,699	Public	- 4,509	163,357	154,442	57,223	—	220,699
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Carwell	- 1,465	10,244	11,719	—	—	11,719	Carwell	- 1,465	10,244	11,719	—	—	11,719
Public	- 1,465	10,244	11,719	—	—	11,719	Public	- 1,465	10,244	11,719	—	—	11,719
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Strickland	- 5,295	29,559	34,894	3,994	—	38,888	Strickland	- 5,295	29,559	34,894	3,994	—	38,888
Public	- 5,295	29,559	34,894	3,994	—	38,888	Public	- 5,295	29,559	34,894	3,994	—	38,888
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Sub Total (2 municipalities)	- 6,780	39,833	46,612	1,994	—	50,607	Sub Total (2 municipalities)	- 6,780	39,833	46,612	1,994	—	50,607
Public	- 6,780	39,833	46,612	1,994	—	50,607	Public	- 6,780	39,833	46,612	1,994	—	50,607
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—
Total - Central	- 34,126	1,053,659	1,049,445	148,481	—	1,202,702	Total - Central	- 34,126	1,053,659	1,049,445	148,481	—	1,202,702
Public	- 34,126	1,053,659	1,049,445	148,481	—	1,202,702	Public	- 34,126	1,053,659	1,049,445	148,481	—	1,202,702
Secondary	- 65,159	1,941,451	1,941,451	1,941	—	2,185,993	Secondary	- 65,159	1,941,451	1,941,451	1,941	—	2,185,993
Total	- 99,285	2,995,110	2,990,896	149,922	—	3,388,695	Total	- 99,285	2,995,110	2,990,896	149,922	—	3,388,695
East	- 3,433	88,588	85,135	19,483	—	108,471	East	- 3,433	88,588	85,135	19,483	—	108,471
Public	- 3,433	88,588	85,135	19,483	—	108,471	Public	- 3,433	88,588	85,135	19,483	—	108,471
Secondary	—	—	—	—	—	—	Secondary	—	—	—	—	—	—
Total	—	—	—	—	—	—	Total	—	—	—	—	—	—

Source: Financial Statements of municipalities listed.

System, which includes the Districts of Parry Sound and Nipissing along with Muskoka. Besides the four Boards in Muskoka, there are ten other Library Boards in the two other Districts comprising the Regional System. The Regional Board is composed of one member appointed by the North Bay Board (the only municipality in the region having over 15,000 population), one member appointed by the other thirteen Boards in the region, and eight members appointed by the Minister of Education. The Regional Board is not responsible to municipal councils, but assists the local boards in the region in various ways. With strong provincial financial support, the Regional System is in a position to significantly augment the library programs of the local boards.

In this situation, the questions of concern to the Review are whether library service in Muskoka needs strengthening, and if so, what changes in organization may be required to bring this about.

Recreation

Municipal expenditures on recreation along with other community services are given in Tables 53 and 54 for the years 1961 and 1966. Over this period, the total gross expenditures in the District rose by almost 50%. The net cost to the municipalities rose by about a third, while provincial grants for these services more than doubled. The expenditures varied widely among the municipalities however, both in absolute terms and also when expressed as a ratio per capita and per thousand dollars of equalized

TABLE 53.

MUSKOKA AREA STUDY

RECREATION AND COMMUNITY SERVICE GROSS AND NET EXPENDITURE - 1961

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	10,930	—	—	1,680	12,610	—	—	—	12,610
Muskoka	—	—	—	—	—	—	—	—	—
Morrison	350	—	—	—	350	—	—	—	350
Ryde	—	—	—	—	—	—	—	—	—
Sub Total	11,280	—	—	1,680	12,960	—	—	—	12,960
Bracebridge	17,360	—	—	14,424	31,784	1,877	—	6,156	23,751
Macaulay	—	—	—	—	—	—	—	—	—
Monck	1,674	3,746	—	—	5,420	—	—	188	5,232
Draper	—	—	—	—	—	—	—	—	—
Sub Total	19,034	3,746	—	14,424	37,204	1,877	—	6,344	28,983
Port Carling	5,727	—	—	2,355	8,082	800	—	1,738	5,544
Wendmere	127	—	—	—	127	—	—	—	127
Watt	680	—	—	—	680	—	—	14	666
Port Sydney	768	—	—	—	768	275	—	342	151
Stephenson	460	—	—	—	460	—	—	—	460
Sub Total	7,762	—	—	2,355	10,117	1,075	—	2,094	6,948
Cardwell	201	—	—	—	201	—	—	—	201
Stisted	125	—	—	—	125	—	—	—	125
Sub Total	326	—	—	—	326	—	—	—	326
Total - Central	38,402	3,746	—	18,459	60,607	2,952	—	8,438	49,217
East:									
Huntsville	13,847	—	—	9,165	23,012	3,188	—	—	19,824
Chaffey	1,013	—	—	—	1,013	—	—	—	1,013
Brunel	430	—	—	—	430	—	—	—	430
Sub Total	15,290	—	—	9,165	24,455	3,188	—	—	21,267
Franklin	353	—	—	—	353	—	—	—	353
McLean	2,925	—	—	—	2,925	—	—	—	2,925
Ridout	693	—	—	—	693	—	—	—	693
Sub Total	3,971	—	—	—	3,971	—	—	—	3,971
Oakley	—	—	—	—	—	—	—	—	—
Total - East	19,261	—	—	9,165	28,426	3,188	—	—	25,238
West:									
Bala	5,691	—	—	—	5,691	—	—	14	5,677
Medora & Wood	5,605	—	—	—	5,605	3,165	—	—	2,440
Sub Total	11,296	—	—	—	11,296	3,165	—	14	8,117
Freeman	2,614	—	—	2,536	5,150	189	—	—	4,961
Total - West	13,910	—	—	2,536	16,446	3,354	—	14	13,078
TOTAL - DISTRICT	71,573	3,746	—	30,160	105,479	9,494	—	8,452	97,533

Source: Financial Statements of municipalities listed.

TABLE 54.

MUSKOKA AREA STUDY

RECREATION AND COMMUNITY SERVICE GROSS AND NET EXPENDITURE - 1966

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Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	11,408	--	--	7,501	18,909	--	--	--	18,909
Muskoka	--	3,002	--	--	3,002	3,002	--	--	--
Morrison	440	--	--	--	440	--	--	--	440
Ryde	--	--	--	--	--	--	--	--	--
Sub Total	11,848	3,002	--	7,501	22,351	3,002	--	--	19,349
Bracebridge	20,743	--	--	14,424	35,167	1,000	--	12,838	21,329
Macaulay	200	--	--	--	200	--	--	--	200
Monck	2,967	--	--	--	2,967	--	--	--	2,967
Draper	1,207	--	--	--	1,207	770	--	--	437
Sub Total	25,117	--	--	14,424	39,541	1,770	--	12,838	24,933
Port Carling	7,362	--	--	1,777	9,139	850	--	--	8,289
Windermere	696	--	--	--	696	--	--	--	696
Watt	777	--	--	--	777	--	--	374	403
Port Sydney	1,518	--	--	--	1,518	--	--	--	1,518
Stephenson	2,021	--	--	--	2,021	--	--	646	1,375
Sub Total	12,374	--	--	1,777	14,151	850	--	1,020	12,281
Cardwell	--	--	--	--	--	--	--	--	--
Stisted	175	--	--	--	175	--	--	--	175
Sub Total	175	--	--	--	175	--	--	--	175
Total - Central	49,514	3,002	--	23,702	76,218	5,622	--	13,858	56,738
East:									
Huntsville	35,145	--	--	8,933	44,078	14,192	--	--	29,886
Chaffey	1,885	--	--	--	1,885	--	--	--	1,885
Brunel	1,086	--	--	--	1,086	--	--	--	1,086
Sub Total	38,116	--	--	8,933	47,049	14,192	--	--	32,857
Franklin	430	--	--	--	430	--	--	--	430
McLean	2,662	--	--	--	2,662	--	--	--	2,662
Ridout	500	--	--	--	500	--	--	--	500
Sub Total	3,592	--	--	--	3,592	--	--	--	3,592
Oakley	--	--	--	--	--	--	--	--	--
Total - East	41,708	--	--	8,933	50,641	14,192	--	--	36,449
West:									
Bala	7,868	--	--	1,000	8,868	--	--	1,988	6,880
Medora & Wood	4,053	--	--	--	4,053	--	--	--	4,053
Sub Total	11,921	--	--	1,000	12,921	--	--	1,988	10,933
Freeman	5,477	4,984	--	3,800	14,261	1,439	--	--	12,822
Total - West	17,398	4,984	--	4,800	27,182	1,439	--	1,988	23,755
TOTAL - DISTRICT	108,620	7,986	--	37,435	154,041	21,253	--	15,846	116,942

Source: Financial Statements of municipalities mentioned.

taxable assessment (as shown in the later chapter on Municipal Finance). In part at least, such a wide variation in recreational and community service expenditures probably indicates a form of indirect subsidy by some municipalities of others in the District, because many of these facilities, being public, can be readily used by residents of municipalities which do not contribute to their cost.

CHAPTER 8HEALTH, WATER SUPPLY, SANITATION AND WASTE REMOVALHealth

The role of the Muskoka-Parry Sound Health Unit in the structure of local government has already been discussed in Chapter 3. The extensive activities of the Unit include: a comprehensive program of sanitation services; an extensive program of public health nursing including regular clinics held in Bracebridge, Gravenhurst, Huntsville, and Parry Sound; a school health program including screenings for vision, hearing, dental, nutritional, mental and social problems; a limited program of home nursing care where Victorian Order of Nursing service is not available; and a program of tuberculosis prevention and control, including regular chest X-ray clinics in Bracebridge, Gravenhurst, Huntsville and Parry Sound.

For the Review, the most important aspect of this program lies in the sanitation services. These services include inspections of new and reportedly faulty septic tank and tile systems; inspections of proposed subdivisions; lake and stream sampling supplementary to that carried out by the Ontario Water Resources Commission; sampling of municipal systems; inspections of school water supply and disposal systems; inspections of restaurants and dairies; inspections of municipal and private dumps; and the inspection of public swimming areas. The primary concern

is to safeguard the quality of water in the District, a concern that is shared by the municipalities and the Ontario Water Resources Commission.

The role of the area municipalities in pollution control though not as extensive, is vital. It includes the passing of adequate building and plumbing by-laws and their enforcement, and the establishment of continuing and effective liaison between municipal building and plumbing inspectors and the Health Unit staff. There are indications that this municipal role is not being carried out in a fully satisfactory manner in some parts of the District due to inadequate inspection staffs, and that some installations, particularly for cottages, are perhaps being made without the necessary inspections.

The primary responsibility for water quality control is shared by the Health Unit and the Ontario Water Resources Commission however. The Commission maintains a regular program of water quality sampling at numerous points in Muskoka, and undertook a comprehensive study of "Water Quality and Pollution Control in the Muskoka Lakes" in 1966. In the report of that study it was concluded that:

"The quality of the lakes has been proved to be satisfactory. Where found, impairment has been localized or confined in extent. The results of recent surveys have shown that over 95% of the lake samples examined met the quality objective for surface waters." "It is to be concluded that the quality of the surface waters in the Muskoka Lakes area is entirely suitable for recreational needs; that the waters should be regarded as unsuitable for human consumption without a minimum

of disinfection, and that finally where the quality objective is exceeded, improved waste disposal practices may be required."

The growth forecasts for the District leave no doubt moreover, that pollution control, already one of Muskoka's major problems, will become increasingly important in the future.

The problem is a complex one, involving the control of human wastes, water used for dishwashing and bathing, commercial wastes, and industrial wastes as well as chemicals used in weed and pest control and as fertilizer. Particularly in an area like Muskoka, where development is dispersed along most of the shoreline of the bodies of surface water in the District, effective control of all these possible kinds of pollution becomes a very difficult task. Yet control is made more essential by the fact that most of the waters in Muskoka are slow-moving.

In the long run, it is possible that the major problem will prove to be what is called eutrophication or "enrichment" of the lakes, a process in which nutrients, such as nitrates and phosphates, gradually build up in the water and promote the growth of algae, which in turn when it reaches a certain level, can begin to itself promote the growth of more algae. In this regard the 1966 OWRC Report concluded that:

"although there may be localized areas of enrichment evidenced by increases in algae growth, it is thought that the addition of nutrient chemicals to the lakes does not present a problem at present. Observations on the nutrient characteristics of the lakes are a

continuing aspect of the quality monitoring program."

Detergents, even the newer types which reduce the foaming problem, contain nutrient phosphates which don't dissolve, and so add to the nutrient level. Thus in the long run, the control of wash water may be more vital than the control of human wastes.

The ideal of course would be to prevent the discharge of any wastes into surface waters, disposing of them entirely on the land. But economic considerations presently make this unfeasible for the larger waste-disposal systems, and various kinds of malfunctioning make it an impossible goal to achieve in the case of the thousands of private domestic installations of one kind or another.

Clearly, if the future quality of Muskoka's most valuable asset - water - is to be adequately protected, the District will have to develop a highly effective system of planning, development control, and control over the installation and performance of all types of waste-disposal systems. It is possible that technological developments, such as for example the electric or gas-fired incinerating toilets now available, or a cheap sewage collector system using unburied plastic pipe, or the development of an inexpensive method of spraying stored waste onto the land, may assist such a program; but to conclude that the program will not be needed in the hope that such technological developments may save the situation, could be fatal.

Sewage Disposal Facilities

Municipal sewage treatment facilities in the District, together with details of their design and operation, are given in Table 55.

Private sewage works in the District are listed in Table 56, which indicates their operational periods, types of treatment and capacities.

Water Supply Facilities

Municipal water works in Muskoka, together with details as to their source, capacity, consumption, quality, and area served, are presented in Table 57.

Information on private water works in the District is given in Table 58, including details of their operational periods, source and capacity.

Map 6 shows the location of all these public and private sewage and water facilities throughout the District. The map speaks for itself in the picture it gives of the number of points at which effluent is presently being discharged into the surface waters of Muskoka.

Garbage Disposal

The provision of garbage disposal facilities is a municipal responsibility, and garbage dumps are provided at numerous locations throughout the District for this purpose.

TABLE 55. MUNICIPAL SEWAGE TREATMENT FACILITIES,
IN THE DISTRICT OF MUSKOKA, 1968.

TOWN OF HUNTSVILLE

Type	-	mechanical aerated conventional activated sludge plant
Design Capacity	-	250,000 I.G.P.D.
Flow	-	Average 230,000 gpd (1967) Max. 580,000 gpd (1967)
Treatment	-	<u>Final Effluent</u> Avg. BOD - 4.6 ppm (1967) Avg. Susp. Solids - 16 ppm (1967) OWRC Objectives - a maximum of 15 ppm for BOD and Suspended Solids

TOWN OF BALA

Type	-	septic tank and underdrained tile system with chlorination
Flow	-	none recorded

TOWN OF BRACEBRIDGE

Type	-	two-cell waste stabilization pond
Design Capacity	-	250,000 gpd
Flow	-	not recorded

TOWN OF GRAVENHURST

Type	-	conventional activated sludge plant
Design Capacity	-	450,000 gpd
Flow	-	plant started up at the end of June 1967
Treatment	-	<u>Final Effluent</u> Average BOD 24 ppm Avg. Susp. Solids 33 ppm

Note: A sewage treatment system is presently being designed for the Village of Port Carling. Similarly, for the Community of MacTier.

Source: O.W.R.C.

TABLE 56. PRIVATE SEWAGE TREATMENT FACILITIES,
IN THE DISTRICT OF MUSKOKA, 1968.

<u>Municipality</u>	<u>Establishment</u>	<u>Operational Period</u>	<u>Type of Treatment</u>	<u>Maximum No. Served</u>
Franklin	Bigwin Inn	June 1 - Sept. 30	Lagoon	660
Franklin	Lumina Resorts Ltd.	June - Oct. 1	Lagoon	155
Medora & Wood	Clevelands House	May 24 - Oct. 15	Lagoon	280
Medora & Wood	Elgin House	June - Sept. 1	Swamp	240
Monck	Bangor Lodge	June - Sept. 1	Lagoon	245
Monck	Aston Villa	June - Sept. 1	Lagoon	245
Monck	Milford Manor	June 27 - Sept. 1	Lagoon	285
Morrison	Camp Rockwood	July - Sept. 1	Lagoon	340
Muskoka	Beaver Creek Correctional C.	All Year	Lagoon	100
Muskoka	Muskoka Sands Inn	All Year	Lagoon	220
Muskoka	Ontario Hospital	All Year	Extended Aeration	475
Port Carling (Village)	Canadian Keswick Conference	June - Sept. 1	Lagoon	370
Stephenson	Ontario Pioneer Camps	July 1 - Aug. 31	Lagoon	740
Stisted	Onawaw Camp	July 1 - Aug. 31	Lagoon	160

TABLE 57. MUNICIPAL WATER WORKS IN THE DISTRICT OF MUSKOKA, 1968.

Note: Recorded capacities are pump rated capacity. The actual pumpage may not be the same.

TOWN OF BRACEBRIDGE

Source - Lake Muskoka and springs
 Capacity - approx. 1,480,000 gpd (pumpage)
 Storage - 583,500 gal.
 Area Served - Town, part of Muskoka, Macaulay and Monck Twp.
 Consumption - Town and Township - 450,000 gpd (1967)
 Corning Ware Plant - 100,000 gpd (1967)
 Treatment - none for spring supply
 chlorination for Lake supply
 Water Quality - generally good - low in iron colour and
 turbidity, water is soft from all sources.

TOWN OF GRAVENHURST

Source - wells and Gull Lake
 - well supply used mainly during summer
 - Gull Lake used mainly during winter due to
 warm water temperature in summer
 Capacity - 1,080,000 gpd (Gull Lake regular pump)
 - 720,000 gpd (" " booster pump)
 - 1,150,000 gpd (Nelson Street wells)
 - 1,010,000 gpd (Lorne Street well)
 Storage - 100,000 U.S. gal.
 Area Served - Town of Gravenhurst
 Consumption - Avg. daily flow - 275,710 gal.
 Treatment - wells - none
 Lake - chlorination
 Water Quality - Chemical
 Lake - soft, low in iron, but colour and
 turbidity exceeds our objective
 Nelson well - relatively soft water, high in
 iron concentration
 Lorne well - relatively soft, very high in
 iron concentration
 - Bacteriological
 wells - satisfactory
 Lake - requires chlorination

TOWN OF HUNTSVILLE

Source - Hunter's Bay
 Capacity - (high lift pumps rated)
 1,700,000 gpd (U.S.)
 867,000 gpd (U.S.)
 Storage - 750,000 gal. concrete ground reservoirs
 Pop. Served - approx. 3,500
 Consumption - average of 394,000 gpd (1967)
 Treatment - flocculation, coagulation, filtration,
 chlorination and pH control
 Water Quality - the raw water is soft, low in iron
 concentration, corrosive and high in colour
 and turbidity
 - the treated water is satisfactory

TOWN OF BALA

Source - Lake Muskoka
 Capacity - 470,000 gpd
 Storage - none provided
 Served - approx. 243 services (Pop.?)
 Consumption - unknown
 Treatment - chlorination
 Water Quality - the water is soft, low in iron, colour
 and turbidity

VILLAGE OF PORT CARLING

Source - Indian River
 Capacity - 144,000 gpd
 Storage - none used - two unused storage tanks
 capacity 11,800 gallons
 No. of Services - 178 permanent
 34 seasonal
 Consumption - unknown
 Treatment - chlorination
 Water Quality - the water is soft, low in iron, colour
 and turbidity

COMMUNITY OF MACTIER
(Freeman Township)

Source - Stewart Lake
 Capacity - approx. 300,000 gpd (pumpage)
 Storage - none provided
 Area Served - total population of 980
 Consumption - 61,000 gpd (1966)
 Treatment - chlorination
 Water Quality - soft and low in iron concentration
 generally satisfactory

TABLE 58. PRIVATE WATER WORKS IN THE DISTRICT OF MUSKOKA, 1968.

<u>Township</u>	<u>Establishment</u>	<u>Operational Period</u>	<u>Source</u>	<u>Maximum No. of Consumers Per Day</u>
Barter	Delawana Inn	May 15-Oct. 15	Georgian Bay	400
Brunel	Britannia Hotel	All Year	Lake of Bays	290
Chaffey	Cedar Grove Ldg.	All Year	Peninsula Lake	95
Chaffey	Deerhurst Inn	Jun. 15-Sept. 15	Peninsula Lake	98
Chaffey	Golden Pheasant Lodge	May-Oct. 1	Fairy Lake & Wells	70
Chaffey	Hidden Valley Ski Resort	All Year	Peninsula Lake	Avg. over a year - 200
Chaffey	Pow Wow Pt. Lodge	All Year	Peninsula Lake	110
Franklin	Bigwin Inn	Jun. 1-Sept. 30	Lake of Bays	660
Franklin	Bondi Village	All Year	Lake of Bays & Wells	88
Franklin	Foxwood Inn	Jun-Thanksgiving	Lake of Bays	105
Franklin	Logging Chain Lodge	All Year	Lake of Bays	30
Franklin	Lumina Resorts Lodge	June-Oct. 1	Lake of Bays	155
Franklin	Pine Grove Ldg.	Jun. 30-Sept. 1	Lake of Bays & Wells	102
Franklin	Pleasure Bay Resort	June-Sept. 1	Lake of Bays	750
Franklin	Port Cunningham Lodge	June-Sept. 1	Lake of Bays	90
Franklin	Ronville Ldg.	June-Oct. 1	Lake of Bays	130
Medora & Wood	Clevelands Hotel	May 24-Oct. 15	Rosseau L.	280
Medora & Wood	Elgin House	June-Sept. 1	L. Joseph	240
Medora & Wood	Glen Home H.	June-Oct. 1	L. Joseph	80
Medora & Wood	Lakeside Ldg.	June-Oct. 1	Rosseau L.	125
Medora & Wood	Paignton House	May 24 - Thanksgiving	Rosseau L.	172
Medora & Wood	Pleasant View House	June-Sept. 1	L. Muskoka	85
Medora & Wood	Sherwood Inn	All Year except Nov. & Jan.	L. Joseph	60
Medora & Wood	Valmary Lodge		Henshaw L.	92
Monck	Algor Cottages	July-Sept. 1	L. Muskoka	50
Monck	Aston Villa H.	June-Sept. 1	L. Muskoka	145
Monck	Bangor Lodge	June-Sept. 1	L. Muskoka	245
Monck	Golden Gate Ldg.	June-Sept. 1	L. Muskoka	70
Monck	Lake-Land Ldg.	June 30-Sept. 7	L. Muskoka	80
Monck	Milford Manor	June 27-Sept. 1	L. Muskoka	285
Monck	Tamwood Lodge	All Year	L. Muskoka	95
Morrison	Camp Rockwood	July-Sept. 1	Sparrow L.	350
Muskoka	Muskoka Sands Inn	All Year	L. Muskoka	220
Muskoka	Ontario Fire College	All Year	Spring Fed Cr. & Lake	50
Muskoka	Ontario Hosp.	All Year	L. Muskoka	475
Port Carling (Village)	Canadian Keswick Conf.	June-Sept. 1	Rousseau L.	370
Port Sydney (Village)	Broadview Ldg.	All Year	Mary Lake & Well	55
Port Sydney (Village)	Clyffe House	June-Sept. 30	Mary Lake	80
Sinclair	Billie Bear Ldg.	May-Oct. 1	Bela Lake	115
Sinclair	Limberlost Ldg.	All Year	L. Solitaire	165
Stephenson	Clearwater Ldg.	June-Labour Day	Clearwater L. & Wells	140
Stephenson	Divine Lake Ldg.	June 26-Thanksgiving	Well	75
Stephenson	Ontario Pioneer Camps	July 1-Aug. 31	Clearwater L.	740
Windermere (Village)	Windermere H.	June-Sept. 1	Rousseau L.	170

Source: O.W.R.C.

In the case of the larger towns, adequate dump facilities nearby but located so as not to be offensive to any residents, may prove increasingly difficult to secure in future, and inter-municipal cooperation may be required in this regard.

Garbage Collection Service is also provided in several municipalities; and in some cases it is reported that residents of adjoining municipalities take advantage of the service by placing their garbage along one of the collection routes.

A similar problem is also encountered with tourists placing their garbage in the trash bins located in public areas; and it may be that in future some more conveniently located garbage disposal facilities will be required with a view to serving the tourist population.

Municipal Expenditures

Tables 59 and 60 show the operating expenditures of the municipalities on public works, and on sanitation and waste removal, in 1961 and 1966. The public works totals are impressive, but they include road expenditures of course; expenditures on sewage disposal are only of significance in the few municipalities with sewage disposal systems.

Municipal Expenditures on health, i.e. the municipal portion of the Health Unit budget, are given in Tables 61 and 62.

TABLE 59.

MUSKOKA AREA STUDY

PUBLIC WORKS, SANITATION AND WASTE REMOVAL

Municipality	OPERATING EXPENDITURE 1961		
	Public Works \$	Sanitation & Waste Removal \$	Total \$
Central:			
Gravenhurst	27,653	—	27,653
Muskoka	44,489	300	44,789
Morrison	26,009	622	26,631
Ryde	10,177	—	10,177
Sub Total	108,328	922	109,250
Bracebridge	32,681	5,083	37,764
Macaulay	26,001	—	26,001
Monck	38,539	45	38,584
Draper	27,311	—	27,311
Sub Total	124,532	5,128	129,660
Port Carling	16,226	1,604	17,830
Windermere	2,939	—	2,939
Watt	37,942	70	38,012
Port Sydney	2,649	816	3,465
Stephenson	25,206	191	25,397
Sub Total	84,962	2,681	87,643
Cardwell	16,037	—	16,037
Stisted	17,275	—	17,275
Sub Total	33,312	—	33,312
Total - Central	351,134	8,731	359,865
East:			
Huntsville	80,462	18,280	98,742
Chaffey	33,926	75	34,001
Brunel	34,344	—	34,344
Sub Total	148,732	18,355	167,087
Franklin	37,650	889	38,539
McLean	15,341	30	15,371
Ridout	20,965	217	21,182
Sub Total	73,956	1,136	75,092
Oakley	9,322	—	9,322
Total - East	232,010	19,491	251,501
West:			
Bala	18,332	2,765	21,097
Medora & Wood	146,693	1,620	148,313
Sub Total	165,025	4,385	169,410
Freeman	18,383	138	18,521
Total - West	183,408	4,523	187,931
TOTAL - DISTRICT	766,552	32,745	799,297

Source: Financial Statements of municipalities listed.

TABLE 60.

MUSKOKA AREA STUDY

PUBLIC WORKS, SANITATION AND WASTE REMOVAL

OPERATING EXPENDITURE 1966			
<u>Municipality</u>	<u>Public Works</u>	<u>Sanitation & Waste Removal</u>	<u>Total</u>
	\$	\$	\$
Central:			
Gravenhurst	41,471	—	41,471
Muskoka	70,682	—	70,682
Morrison	61,783	1,147	62,930
Ryde	51,572	502	52,074
Sub Total	225,508	1,649	227,157
Bracebridge	63,740	9,339	73,079
Macaulay	26,025	—	26,025
Monck	53,541	1,377	54,918
Draper	42,679	—	42,679
Sub Total	185,985	10,716	196,701
Port Carling	28,125	2,068	30,193
Windermere	4,459	49	4,508
Watt	53,531	1,235	54,766
Port Sydney	6,707	1,315	8,022
Stephenson	44,390	363	44,753
Sub Total	137,212	5,030	142,242
Cardwell	24,026	—	24,026
Stisted	40,780	—	40,780
Sub Total	64,806	—	64,806
Total - Central	613,511	17,395	630,906
East:			
Huntsville	72,144	20,794	92,938
Chaffey	64,587	1,58	65,045
Brunel	45,691	454	46,145
Sub Total	182,422	21,706	204,128
Franklin	48,847	387	49,234
McLean	30,362	74	30,436
Ridout	24,241	—	24,241
Sub Total	103,450	461	103,911
Oakley	27,455	—	27,455
Total - East	313,327	22,167	335,494
West:			
Bala	24,022	3,608	27,630
Medora & Wood	196,338	2,517	198,855
Sub Total	220,360	6,125	226,485
Freeman	22,473	90	22,563
Total - West	242,833	6,215	249,048
TOTAL - DISTRICT	1,169,671	45,777	1,215,448

Source: Financial Statements of municipalities listed.

MUSKOKA AREA STUDY

HEALTH GROSS AND NET EXPENDITURE - 1961

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Changes Attributable \$	Gross Current \$	Provincial Grants \$	Debt Capital Recovery \$	Other Recover- able \$	Net Current \$
Central:									
Gravenhurst	3,782	--	--	--	3,782	514	--	--	3,268
Morrison	--	--	--	--	--	--	--	--	--
Muskoka	1,671	--	--	--	1,671	615	--	--	1,056
Ryde	161	--	--	--	161	--	--	--	161
Sub Total	5,614	--	--	--	5,614	1,129	--	--	4,485
Bracebridge	5,419	--	--	--	5,419	636	--	--	4,783
Macaulay	808	--	--	--	808	138	--	234	636
Monck	1,000	--	--	--	1,000	356	--	--	644
Draper	3,571	--	--	--	3,571	199	--	--	3,372
Sub Total	10,798	--	--	--	10,798	1,329	--	234	9,235
Port Carling	1,098	--	--	--	1,098	--	--	--	1,098
Wendmere	157	--	--	--	157	--	--	--	157
Watt	603	--	--	--	603	--	--	--	603
Port Sydney	--	--	--	--	--	204	--	--	204
Stephenson	856	--	--	--	856	204	--	50	702
Sub Total	2,714	--	--	--	2,714	408	--	--	2,306
Cardwell	153	--	--	--	153	87	--	--	66
Stisted	947	--	--	--	947	726	--	--	221
Sub Total	1,100	--	--	--	1,100	813	--	--	287
Total - Central	20,226	--	--	--	20,226	3,475	--	234	16,517
East:									
Huntsville	5,408	--	--	--	5,408	2,315	--	--	3,093
Chaffey	3,221	--	--	--	3,221	1,216	--	--	2,005
Brunel	2,363	--	--	--	2,363	1,066	--	--	1,297
Sub Total	10,992	--	--	--	10,992	4,597	--	--	6,395
Franklin	419	--	--	--	419	--	--	--	419
McLeun	248	--	--	--	248	--	--	--	248
Ridout	896	--	--	--	896	--	--	--	896
Sub Total	1,563	--	--	--	1,563	--	--	--	1,563
Oakley	235	--	--	--	235	--	--	--	235
Total - East	12,790	--	--	--	12,790	4,597	--	--	8,193
West:									
Bala	894	--	--	--	894	--	--	--	894
Medora & Wood	3,361	--	--	--	3,361	381	--	--	2,980
Sub Total	4,255	--	--	--	4,255	381	--	--	3,874
Freeman	797	--	--	--	797	264	--	--	533
Total - West	5,052	--	--	--	5,052	645	--	--	4,407
TOTAL - DISTRICT	38,068	--	--	--	38,068	8,717	--	234	29,117

Source: Financial Statements of municipalities listed.

TABLE 62.

MUSKOKA AREA STUDY

HEALTH GROSS AND NET EXPENDITURE - 1966

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	5,988	—	—	2,918	8,906	—	—	—	8,906
Muskoka	8,445	—	—	—	8,445	1,011	—	—	7,434
Morrison	1,699	—	—	—	1,699	660	—	—	1,039
Ryde	—	—	—	—	—	—	—	—	—
Sub Total	16,132	—	—	2,918	19,050	1,671	—	—	17,379
Bracebridge	3,330	—	—	—	3,330	—	—	—	3,330
Macaulay	1,253	—	—	—	1,253	—	—	—	1,253
Monck	3,287	—	—	2,140	5,427	—	—	—	5,427
Draper	1,048	—	—	2,140	1,048	344	—	—	704
Sub Total	8,918	—	—	2,140	11,058	344	—	—	10,714
Port Carling	1,433	—	—	1,260	2,693	89	—	—	2,604
Widmermere	752	—	—	—	752	—	—	—	752
Watt	1,501	—	—	—	1,501	—	—	—	1,501
Port Sydney	—	—	—	—	—	—	—	—	—
Stephenson	1,103	—	—	910	2,013	42	—	—	1,971
Sub Total	4,789	—	—	2,170	6,959	131	—	—	6,828
Cardwell	150	—	—	—	150	—	—	—	150
Stuited	435	—	—	—	435	570	—	—	— 135
Sub Total	585	—	—	—	585	570	—	—	15
Total - Central	30,424	—	—	7,228	37,652	2,716	—	—	34,936
East:									
Huntsville	6,911	—	—	—	6,911	1,009	—	—	5,902
Chaffey	5,093	—	—	—	5,093	856	—	—	4,237
Brunel	2,054	—	—	720	2,774	955	70	70	1,749
Sub Total	14,058	—	—	720	14,778	2,820	—	—	11,888
Franklin	1,963	—	—	—	1,963	—	—	—	1,963
McLean	55	—	—	—	55	—	—	—	55
Ridout	976	—	—	—	976	—	—	—	976
Sub Total	2,994	—	—	—	2,994	—	—	—	2,994
Oakley	392	—	—	—	392	—	—	—	392
Total - East	17,444	—	—	720	18,164	2,820	—	70	15,274
West:									
Bala	4,367	—	—	—	4,367	—	—	—	4,367
Medora & Wood	6,832	—	—	—	6,832	152	—	—	6,680
Sub Total	11,199	—	—	—	11,199	152	—	—	11,047
Freeman	1,940	—	—	—	1,940	394	—	—	1,546
Total - West	13,139	—	—	—	13,139	546	—	—	12,593
TOTAL - DISTRICT	61,007	—	—	7,948	68,955	6,082	—	70	62,803

Source: Financial Statements of municipalities listed.

CHAPTER 9WELFARE

The role of the District Children's Aid Society Board and the District Home For The Aged Board in the organizational structure of local government has already been discussed in Chapter 3, and the fact that general welfare administration is still handled by each local municipality has also been mentioned. Thus the welfare of the young, and shelter of the aged have become District-wide responsibilities, utilizing professionally-trained staffs.

Both these District services still face some problems. In the case of The Pines, Home For The Aged, the lack of nursing home facilities in the District has meant an abnormally high ratio of residents at the Home requiring bed care. For example as of the end of April 1968, there were 59 residents requiring bed care whereas the Home was designed for a maximum of 43 residents of this kind. The design capacity is as follows:

Normal care	30
Bed care	43
Special care	
(Mentally confused)	28
Married	<u>4</u>
Total	<u>105</u>

The recent announcement that a privately operated nursing home with a capacity of 125 beds is being established at Gravenhurst,

promises to relieve this bed-care situation at The Pines however. Similarly the proposed addition of a wing to the Bracebridge Hospital will assist in permitting the prompt transfer to hospital of Home residents whose condition reaches the point where active-treatment hospital care is required. Of course many will return to The Pines after a stay in hospital.

There is also a waiting list for admission to the Home, which stood at 23 as of the end of April 1968, all from the organized municipalities in Muskoka (although residents of the unorganized territory in the District are eligible for admission). In the light of this waiting list and of population trends in the District, the need for additional capacity may be anticipated in the not too-distant future. The Pines has been designed for a future addition of 45 beds. However it is possible that the construction of a rest home under recent Provincial legislation, would better suit the requirements of the District. When the new nursing home has been in operation for awhile, the situation at that time should permit a clearer evaluation of future requirements.

In any event, there is one need which appears evident at this time: that is the need for some trained welfare field officers in the District to visit and investigate applicants for admission to the Pines.

Finally it should be noted that the Home for the Aged, like the Children's Aid Society and the Health Unit, serves the unorganized as well

as the organized parts of the District, the Province paying in each case for the portion of service attributed to the unorganized territories.

Turning to the Children's Aid Society, a recent addition of professional staff has overcome the formerly most pressing problem, leaving the need for family counselling with an emphasis on prevention as the aspect of child welfare most in need of development.

The family approach to welfare services, with a growing emphasis on prevention and rehabilitation, appears to be the direction in which social services in the province are moving. But such a family approach involves the field of welfare called General Welfare Assistance; and in Muskoka this field remains the responsibility of the local municipalities. Although this means that General Welfare Assistance in the District is handled on a part-time basis by municipal staff officers untrained in the professional aspects of welfare work, it also leaves a measure of local control; and there is obviously some reluctance on the part of at least some of the municipalities to hand this over to an appointed District Board.

Under present Provincial legislation, a District Welfare Administration Board could be established to place this remaining field of welfare on a district-wide basis. There is no doubt that many of the municipal clerks would be glad to see it go, and there is little doubt that a much more professional and comprehensive welfare program in Muskoka

would result. But such a move would raise again the twin issues which have been touched upon in preceding chapters: first, whether local government services should one by one be placed under the direction and control of appointed boards rather than elected representatives of the people, and second, whether the separate local government services should be fragmented, each under its own jurisdiction, or whether their effective coordination requires that they be brought together under the administration of a single authority.

In the field of welfare of course, it might be possible to resolve the latter issue by combining child welfare, general welfare assistance and the home-for-the-aged under a single appointed board; but this of course would still leave the first issue of appointed versus elected control.

These issues are not easy to decide, for strong arguments can be presented on both sides. Against the democratic ideal of direct control by elected representatives of the people, supporters of the appointed board argue that it provides an essential degree of insulation from political pressure in the equitable administration of a service.

It is not the purpose of this research report to resolve these issues, but they must be faced in the subsequent reports of the Review. And they emerge nowhere more clearly in Muskoka than in the three fields of welfare and the related field of health.

Welfare Expenditures

The overall picture of gross and net municipal expenditures on welfare is given in Tables 63 and 64 for the years 1961 and 1966. A breakdown of the total expenditures including debt charges is not available, but the breakdown of operating expenditures is given in Tables 65 and 66. Again as with other services, there are striking differences among the municipalities in the levels of expenditure. The present variations in relief assistance expenditures should be noted in particular, because if general welfare assistance were to be placed on a district-wide basis, these costs would be distributed differently, i.e. according to equalized taxable assessments. It should also be noted that if a District Welfare Administration Board was established, the allocation of the costs of child welfare among the municipalities would also be altered: the Children's Aid Society would henceforth bill the District Welfare Administration Board for the municipal share of the costs of protection, instead of the municipalities concerned. The significance of this change would be that the Board would apportion the necessary levy on the basis of equalized taxable assessment, whereas the present Children's Aid Society levies on the municipalities are based on cases by the municipality in which they are first taken into care (for protection costs) and on population (for the costs of prevention).

TABLE 63.

MUSKOKA AREA STUDY

PUBLIC WELFARE GROSS AND NET EXPENDITURE - 1961

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	20,960	262	--	2,740	23,962	13,935	--	--	10,027
Muskoka	15,400	--	--	--	15,400	5,135	--	--	4,115
Morrison	29,819	--	--	--	29,819	4,176	--	6,130	25,643
Ryde	3,917	--	--	--	3,917	2,905	--	492	520
Sub Total	70,096	262	--	2,740	73,098	26,151	--	6,642	40,305
Brucebridge	6,007	--	--	2,435	8,442	2,513	--	27	5,902
Macaulay	8,546	--	--	--	8,546	3,393	--	73	5,080
Monck	2,796	--	--	1,745	4,541	1,838	--	235	2,468
Draper	2,133	--	--	--	2,133	1,158	--	--	975
Sub Total	19,482	--	--	4,180	23,662	8,902	--	335	14,425
Port Carling	1,207	--	--	1,330	2,537	951	--	--	1,586
Windermere	63	--	--	--	63	--	--	40	23
Watt	9,395	--	--	--	9,395	127	--	243	8,985
Port Sydney	--	--	--	--	--	--	--	--	--
Stephenson	10,242	--	--	--	10,242	555	--	204	9,073
Sub Total	20,907	--	--	1,330	22,237	2,043	--	527	19,667
Cardwell	1,249	--	--	--	1,249	78	--	--	1,171
Stisted	3,000	--	--	--	3,000	1,655	--	91	1,254
Sub Total	4,249	--	--	--	4,249	1,733	--	91	2,425
Total - Central	114,734	262	--	8,250	123,246	38,829	--	7,595	76,322
East:									
Huntsville	13,687	--	--	3,296	16,983	6,858	--	109	10,016
Chaffey	19,250	--	--	--	19,250	6,537	--	556	12,157
Brunel	10,489	--	--	--	10,489	4,773	--	435	5,281
Sub Total	43,426	--	--	3,296	46,722	18,168	--	1,100	27,454
Franklin	3,058	--	--	2,840	5,898	1,644	--	--	4,244
McLean	625	3,000	--	--	3,625	209	--	--	3,416
Ridout	2,456	--	--	--	2,456	--	--	--	2,456
Sub Total	6,139	3,000	--	2,840	11,979	1,863	--	--	10,116
Oakley	2,529	--	--	--	2,529	--	--	--	2,529
Total - East	52,094	3,000	--	6,136	61,230	20,031	--	1,100	40,090
West:									
Bala	6,297	--	--	--	6,297	1,377	--	205	4,715
Medora & Wood	6,884	--	--	6,290	13,174	3,853	--	--	9,321
Sub Total	13,181	--	--	6,290	19,471	5,230	--	205	14,036
Freeman	3,325	3,111	--	--	6,436	2,312	--	431	3,693
Total - West	16,506	3,111	--	6,290	25,907	7,542	--	506	17,859
TOTAL - DISTRICT	183,334	6,373	--	20,676	210,383	66,402	--	9,701	174,744

Source: Financial Statements of municipalities listed.

MUSKOKA AREA STUDY

PUBLIC WELFARE GROSS AND NET EXPENDITURE - 1966

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	28,250	—	—	3,380	31,630	12,063	—	2,800	16,767
Muskoka	10,228	—	—	—	10,228	3,177	—	1,484	5,567
Morrison	33,384	—	—	—	33,384	22,155	—	2,759	3,470
Ryde	3,045	—	—	—	3,045	1,007	—	—	2,038
Sub Total	74,907	—	—	3,380	78,287	38,402	—	7,043	32,842
Bracebridge	10,498	—	—	2,404	12,902	3,503	—	—	9,399
Macaulay	11,587	—	—	—	11,587	2,800	—	—	8,787
Monck	8,901	—	—	2,170	11,071	1,858	—	149	9,064
Draper	2,941	—	—	904	3,845	1,194	—	—	2,651
Sub Total	33,927	—	—	5,478	39,405	9,355	—	149	29,901
Port Carling	3,104	—	—	1,271	4,375	—	—	—	4,375
Windsor	729	—	—	—	729	—	—	—	729
Watt	4,185	—	—	—	4,185	1,383	—	193	2,609
Port Sydney	519	—	—	571	1,090	—	—	—	1,090
Stephenson	5,113	—	—	—	5,113	1,082	—	695	3,336
Sub Total	13,650	—	—	1,842	15,492	2,465	—	888	12,139
Cardwell	228	—	—	—	228	—	—	—	228
Stisted	1,713	—	—	—	1,713	663	—	10	1,040
Sub Total	1,941	—	—	—	1,941	663	—	10	1,268
Total - Central	124,425	—	—	10,700	135,125	50,885	—	3,090	76,150
East:									
Huntsville	21,617	—	—	3,145	24,762	8,159	—	752	15,451
Chaffey	15,137	—	—	—	15,137	5,884	—	291	8,962
Brunel	11,744	—	—	—	11,744	6,661	—	496	4,587
Sub Total	48,498	—	—	3,145	51,643	20,704	—	1,539	29,400
Franklin	3,400	—	—	—	3,400	7	—	585	2,808
McLean	1,760	—	—	—	1,760	883	—	—	877
Ridout	1,428	—	—	—	1,428	70	—	—	1,358
Sub Total	6,588	—	—	—	6,588	960	—	585	5,043
Oakley	629	—	—	—	629	283	—	—	346
Total - East	55,715	—	—	3,145	58,860	21,947	—	2,124	34,789
West:									
Bala	3,688	—	—	—	3,688	74	—	—	3,614
Medora & Wood	23,207	—	—	5,185	28,392	5,091	—	353	22,948
Sub Total	26,895	—	—	5,185	32,080	5,165	—	353	26,562
Freeman	1,571	—	—	—	1,571	234	—	—	1,337
Total - West	28,466	—	—	5,185	33,651	5,399	—	353	27,899
TOTAL - DISTRICT	208,606	—	—	19,030	227,636	78,231	—	10,567	138,838

Source: Financial Statements of municipalities listed.

TABLE 65

MUSKOKA AREA STUDY

WELFARE - OPERATING EXPENDITURE - 1961

Municipality	Child Welfare \$	Relief Assistance \$	Institutional Care \$	Welfare Admini- stration \$	Total \$
Central:					
Gravenhurst	9,743	11,217	--	--	20,960
Muskoka	2,133	6,370	5,996	401	15,400
Morrison	6,023	4,016	19,705	75	29,819
Ryde	1,338	2,579	--	--	3,917
Sub Total	19,237	24,682	25,701	476	70,096
Bracebridge	1,009	3,851	927	220	6,007
Macaulay	3,635	983	3,885	43	8,546
Monck	653	2,143	--	--	2,796
Draper	--	1,838	295	--	2,133
Sub Total	5,297	8,815	5,107	263	19,482
Port Carling	--	1,207	--	--	1,207
Windermere	63	--	--	--	63
Watt	150	203	9,042	--	9,395
Port Sydney	--	--	--	--	--
Stephenson	186	1,493	8,563	--	10,242
Sub Total	399	2,903	17,605	--	20,907
Cardwell	--	60	1,189	--	1,249
Stisted	785	2,215	--	--	3,000
Sub Total	785	2,275	1,189	--	4,249
Total - Central	25,718	38,675	49,602	739	114,734
East:					
Huntsville	4,095	7,138	1,737	717	13,687
Chaffey	2,799	6,451	10,000	--	19,250
Brunel	2,362	5,527	2,500	--	10,489
Sub Total	9,256	19,216	14,237	717	43,426
Franklin	1,613	1,411	--	--	3,058
McLean	--	625	--	--	625
Ridout	--	2,456	--	--	2,456
Sub Total	1,613	4,526	--	--	6,139
Oakley	--	--	2,529	--	2,529
Total - East	10,869	23,742	16,766	717	52,094
West:					
Bala	1,649	1,917	2,546	185	6,297
Medora & Wood	2,023	4,362	--	--	6,385
Sub Total	3,672	6,279	2,546	185	13,181
Freeman	744	2,581	--	--	3,325
Total - West	4,416	8,860	2,546	185	16,506
TOTAL - DISTRICT	41,003	71,776	68,914	1,641	183,334

Source: Financial Statements of municipalities listed.

TABLE 66.

MUSKOKA AREA STUDY

WELFARE - OPERATING EXPENDITURE - 1966					
Municipality	Child Welfare \$	Relief Assist- ance \$	Institu- tional Care \$	Welfare Admini- stration \$	Total \$
Central:					
Gravenhurst	14,394	9,179	4,155	522	28,250
Muskoka	1,616	3,081	5,531	—	10,228
Morrison	9,841	5,336	18,207	—	33,384
Ryde	1,782	624	364	275	3,045
Sub Total	27,633	18,220	28,257	797	74,907
Bracebridge	4,149	1,613	4,192	544	10,498
Macaulay	9,856	406	975	350	11,587
Monck	4,795	1,351	2,755	—	8,901
Draper	194	1,918	829	—	2,941
Sub Total	18,994	5,288	8,751	894	33,927
Port Carling	185	791	2,128	—	3,104
Windermere	40	—	689	—	729
Watt	315	1,768	2,102	—	4,185
Port Sydney	78	—	441	—	519
Stephenson	2,038	1,844	1,231	—	5,113
Sub Total	2,656	4,403	6,591	—	13,650
Cardwell	38	—	190	—	228
Stisted	83	1,343	287	—	1,713
Sub Total	121	1,343	477	—	1,941
Total - Central	49,404	29,254	44,076	1,691	124,425
East:					
Huntsville	6,116	11,922	3,579	—	21,617
Chaffey	3,525	8,712	2,705	195	15,137
Brunel	2,105	8,245	1,224	170	11,744
Sub Total	11,746	28,879	7,508	365	48,498
Franklin	240	138	3,022	—	3,400
McLean	—	187	1,573	—	1,760
Ridout	—	564	864	—	1,428
Sub Total	240	889	5,459	—	6,588
Oakley	60	57	512	—	629
Total - East	12,046	29,825	13,479	365	55,715
West:					
Bala	1,043	146	2,499	—	3,688
Medora & Wood	3,941	6,279	12,937	50	23,207
Sub Total	4,984	6,425	15,436	50	26,895
Freeman	360	445	766	—	1,571
Total - West	5,344	6,870	16,202	50	28,466
TOTAL - DISTRICT	66,794	65,949	73,757	2,106	208,606

Source: Financial Statements of municipalities listed.

CHAPTER 10

TRANSPORTATION

The vital role which transportation has played in Muskoka's history was outlined in Chapter 1. Its leading position amongst municipal services to-day has also been noted in Chapter 3, where it was pointed out that almost half the full-time employees serving under municipal councils in the District are in the works and roads departments.

In our increasingly mobile society, there is every reason to believe that transportation will be at least as essential to Muskoka's future as it has been in its past.

We are concerned here not only with roads of course, but with all forms of transportation, including rail, water and air and including the public carriers using the roads as well as the private vehicles. And with the growing importance of industry in the area and the forecast growth in population and hence consumers, we are also concerned with the movement of goods as well as people. Also, because of Muskoka's scenic aspects and the recreational nature of its economy, there is a particular concern here with transportation for the pleasure of the trip itself rather than for some other purpose.

Rail and water transportation, which between them dominated the transportation picture in the District during the latter part of the 18th and the early part of the 19th century, have declined in importance until

to-day they play a relatively minor role in Muskoka, with two exceptions. The exceptions are the movement of goods by rail, which may be expected to increase if industrial development continues, and the movement of people, primarily for pleasure, in small pleasure boats, which has increased rapidly in recent years and may be expected to continue to do so. Just as the private automobile has now largely replaced the railway as a public carrier in the movement of people to and from the District, so has the private pleasure boat replaced the large cruise ships which once plied the main waters of Muskoka.

It is doubtful that either public rail transportation or public water transportation will play a very significant role in the movement of people in Muskoka's foreseeable future. The reason of course, is the highly dispersed nature of the destinations that trips are made to in Muskoka; public transportation can only serve a very limited number of destinations and even these with only a limited number of trips at specific times per day. There is however a very high concentration of trips from Toronto to Muskoka and back again on summer week-ends, and this kind of trip concentration does suggest a possible future role for public transportation, probably by rail. The problem would be the remaining part of the trip at each end - from home to railway station in the city and from railway station to cottage or resort in Muskoka. But possibly some development such as Car-Go-Rail might combine the public and private modes into an effective system. It seems likely however that a sufficient

demand for such a service will only exist if the week-end highway traffic jams become significantly worse than they now are rather than better. The difficulty in building enough new highway capacity to relieve the jams is that this capacity is really only needed on a relatively few week-ends in the year; but this same problem would of course also face any form of public transportation attempting to operate economically between Toronto and Muskoka.

Air transportation, as a public carrier, would therefore face essentially the same economic problem as the railways in attempting to justify a regular commercial air service to and from Muskoka. The use of private aircraft is increasing however, and may be expected to continue to do so in the future, probably requiring increased airport and seaplane port facilities in the District. But it is unlikely that the proportion of total trips made by air will increase sufficiently to make this mode of transportation a major concern in Muskoka.

The dominant role of road transportation for trips both to and within Muskoka, seems likely to continue therefore. And the increasing competition between Muskoka and other tourist areas means that good roads will probably be even more vital to the District's future than they have been in its past.

Unfortunately, the road needs of the District have not been documented by a comprehensive study such as the County Road Needs Studies

which have been carried out in many of the counties of southern Ontario. The Department of Highways does have an Area Highway Planning Study under way in the Muskoka-Parry Sound area, but it is concerned primarily with the long-term requirements for major highway routes - the Primary King's Highway System.

Information on the quality of roads under municipal jurisdiction was requested in the Review questionnaire, and the returns on this question are analyzed below.

The basic inventory of roads by jurisdiction is given first in Table 67, which shows about 200 miles of King's highway, 100 miles of secondary highways and 1,150 miles of roads under local jurisdiction as of 1965.

The more recent information from the Review questionnaire, indicates a total mileage under municipal jurisdiction of 1,108 but this includes only 14 of the townships, one of the villages and two of the towns as given in Table 68. Although this table is not complete, it is indicative enough to provide an approximate answer to the basic question as to the adequacy of local roads in the District. As the table shows, only 17% of the mileage reported is hard-surfaced, 71% being gravel and 12% unsurfaced. With regard to condition, less than 10% was reported excellent, and just over 53% good, leaving 37% as either fair, poor, or requiring complete reconstruction. While the information for the remaining municipi-

TABLE 67. ROAD AND HIGHWAY MILEAGES IN THE DISTRICT OF MUSKOKA

King's Highways	191.7
Secondary Highways	103.7
County Roads	-
Incorporated Township Roads	1,017.8
Unincorporated Township Roads	26.0
Town and Village Roads	110.3
	<hr/>
Total	1,449.5

Source: Department of Highways, Annual Report 1966.

ROAD MILEAGES UNDER MUNICIPAL JURISDICTION BY TYPE OF SURFACE
AND CONDITION, IN THE DISTRICT OF MUSKOKA, 1968.

Towns	Surface			Condition					Requiring Complete Reconstruction	Total
	High Cost bituminous	Low Cost bituminous	Gravel	Unsurfaced	Excellent	Good	Fair	Poor		
Bala	6.5	4.0	24.0	5.0		26.0	7.0			33.0
Bracebridge		5.6	5.3			11.9	5.5			17.4
Gravenhurst										
Huntsville										
Villages										
Port Carling										
Port Sydney										
Windermere	7.5					3.0	4.5			7.5
Townships										
Brunel	.2	1.3	43.0	15.0	.2	44.3	5.0	10.0		59.5
Cardwell			43.0	2.0		43.0		2.0		45.0
Chaffey	19.0	17.0	45.0	39.0		84.0	36.0			120.0
Draper		16.0	90.0	20.0	32.0	37.0	47.0	4.0	6.0	126.0
Franklin		22.0	80.0			100.0			2.0	102.0
Freeman		1.5	35.0			36.5				36.5
Macaulay		13.0	36.0	25.0		13.0	30.0	25.0	6.0	74.0
McLean		11.5	110.2	15.0		10.2	21.0	105.5		136.7
Medora & Wood										
Monck										
Morrison		5.0	45.0		40.0	10.0				50.0
Muskoka		37.0	35.5			72.5				72.5
Oakley	6.3		30.3	2.4	30.3	2.4	6.3			39.0
Ridout										
Ryde			12.2	10.0	3.5	6.3	2.4	10.0		22.2
Stephenson										
Stisted		12.0	75.0			92.0		75.0		75.0
Watt			80.0							92.0
Total	39.5	145.9	789.5	133.4	106.0	592.1	164.7	231.5	14.0	1108.3
%	3.6	13.2	71.2	12.0	9.6	53.4	14.9	20.8	1.3	100.0

Source: Review questionnaire

palities might change this picture to some extent, it seems safe to conclude that a very high proportion of the local road mileage in the District is not hard-surfaced, and that probably at least a third of the total is in unsatisfactory condition.

These figures of course, do not answer the other question about local road needs; i.e. how much road mileage is required, but has not yet been built? It would take a comprehensive study to answer this latter question, but it is probably safe to assume that such a study would indicate the need for some significant additional mileage.

Moreover, the road needs of the District are not confined to the roads under local jurisdiction. In fact it is probably the condition of much of the mileage of the Secondary Highways in the District that is of greatest concern to the motorist. Some improvements have been and are being made to these Secondary Highways, but a great deal evidently remains to be done. And as with the local roads, there is an additional requirement for the construction of more roads of this type.

When the present state of the existing Secondary Highways in the District is compared with the total Provincial road program, it can only be concluded that the Secondary Highways in Muskoka rate only a low priority in the Province's highway system. This situation is not confined to Muskoka, for the Secondary Highways in general have had to take second place to the pressing needs facing the Primary King's Highway System

throughout the Province. And with the continuing rise in car ownership and no sign of abatement in this primary demand, there seems little prospect that Muskoka's Secondary Highways can expect a significantly higher priority in future Provincial road budgets than they have been given in the past.

In a county of course, such Secondary Highways are a part of the county road system, and not under provincial jurisdiction at all. Thus there is a question of road jurisdiction, as well as the question of road quality which must be considered by the Review. A similar question of jurisdiction is evident in the case of the present municipal road system. As Table 68 indicates, both the total road mileage and the mileage of the better roads in the system are very unevenly distributed amongst the area municipalities, and there is little doubt that several roads in the system are in fact serving the District or at least an area considerably larger than the municipality in which they are located. Not only is it inequitable that these municipalities should be expected to maintain roads of considerable benefit to others, it is also expecting too much to hope that the municipalities involved will be able to bring them up to the standard they should have as major roads in the District.

There would thus appear to be a class of roads comprising the less important of those now under provincial jurisdiction, and the more important of those now under municipal jurisdiction, which are of particular

concern to the District. Some of the needed roads not yet built would also fall in this class.

Map 4 shows the existing road system in the District by jurisdiction, while on Map 5 a tentative attempt has been made to identify the existing and required roads which might be placed in the category of District concern mentioned above.

There would thus appear to be several questions which the Review should attempt to answer. First, how much improvement in the road system will be required in future? Second, can this be achieved under the present system of local government in the District? Third, if some local government re-organization will be required to do the job, should this also be accompanied by a change in road jurisdictions? And fourth, can the District afford the necessary road improvements?

With regard to the last question, the trend in municipal expenditures over the period 1961 to 1966 is given in Tables 69 and 70. Unfortunately, the municipal financial statements from which these tables were prepared, do not separate road expenditures from those made for public works, sanitation and waste removal; however, roads are thought to account for most of the public works expenditure, and public works in turn account for most of the total. This is shown in Tables 59 and 60 (Chapter 8), which give a breakdown of the operating expenditures. From a comparison of these tables, it would appear that current combined

TABLE 69.

MUSKOKA AREA STUDY

PUBLIC WORKS, SANITATION AND WASTE REMOVAL - GROSS AID NET EXPENDITURE - 1961

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grant \$	Debt O.P. Recoverable \$	Other Expend- iture \$	Net Current \$
Central:									
Gravenhurst	27,653	--	--	20,415	48,068	14,139	--	11,052	12,000
Muskoka	44,789	--	--	--	44,789	25,667	--	450	4,777
Porriison	26,631	8,696	--	--	35,327	20,869	--	--	14,458
Ryder	10,177	--	--	--	10,177	7,523	--	--	2,654
Sub Total	109,250	8,696	--	20,415	138,361	68,198	--	11,502	58,661
Bracebridge	37,764	--	--	3,612	41,376	7,831	--	--	33,545
Macaulay	26,001	--	--	--	26,001	16,334	--	--	9,667
Monck	38,584	--	--	--	38,584	22,094	--	491	15,999
Draper	27,311	--	--	--	27,311	16,885	--	--	10,426
Sub Total	129,660	--	--	3,612	133,272	63,144	--	491	69,637
Port Carling	17,830	--	--	2,418	20,248	7,131	--	352	19,777
Mindenore	2,939	--	--	--	2,939	999	--	2	1,932
Watt	38,012	--	--	--	38,012	24,215	--	--	13,797
Port Sydney	3,465	9,721	--	--	13,186	7,594	--	--	5,592
Stephenson	25,397	--	--	--	25,397	17,342	--	157	7,848
Sub Total	87,643	9,721	--	2,418	99,782	57,381	--	511	41,890
Cardwell	16,037	--	--	--	16,037	9,340	--	--	6,697
Stisted	17,275	--	--	--	17,275	12,120	--	--	5,155
Sub Total	33,312	--	--	--	33,312	21,460	--	--	11,852
Total - Central	359,865	18,417	--	26,445	404,727	210,183	--	12,504	192,640
East:									
Huntsville	98,742	5,565	--	--	104,307	28,841	--	17,368	11,608
Chaffey	34,001	--	--	--	34,001	20,780	--	--	13,221
Brunei	34,344	--	--	--	34,344	20,738	--	--	13,606
Sub Total	167,087	5,565	--	--	172,652	70,409	--	17,368	84,775
Franklin	38,539	--	--	--	38,539	25,018	--	621	12,900
McLean	15,371	--	--	--	15,371	8,750	--	--	6,621
Ridout	21,182	--	--	--	21,182	12,454	--	--	8,728
Sub Total	75,092	--	--	--	75,092	46,222	--	621	28,249
Oaklev	9,322	--	--	--	9,322	6,500	--	200	2,622
Total - East	251,501	5,565	--	--	257,066	123,131	--	18,189	119,777
West:									
Bala	21,097	6,749	--	--	27,846	8,125	--	--	19,721
Medora & Wood	148,313	--	--	--	148,313	73,573	--	2,403	72,337
Sub Total	169,410	6,749	--	--	176,159	81,698	--	2,403	92,058
Freeman	18,521	--	--	--	18,521	9,798	--	640	8,073
Total - West	187,931	6,749	--	--	194,680	91,496	--	3,043	103,121
TOTAL - DISTRICT	799,297	30,731	--	26,445	856,473	424,810	--	33,746	497,917

Source: Financial Statements of municipalities listed.

TABLE 70.

MUSKOKA AREA STUDY

PUBLIC WORKS, SANITATION AND WASTE REMOVAL GROSS AND NET EXPENDITURE - 1966

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- able \$	Net Current \$
Central:									
Gravenhurst	41,471	—	—	12,653	54,124	20,987	—	—	33,137
Muskoka	70,682	—	—	—	70,682	47,938	—	34	22,710
Morrison	62,930	22,546	—	—	85,476	48,400	—	8,541	28,535
Ryde	52,074	—	—	—	52,074	39,947	—	—	12,127
Sub Total	227,157	22,546	—	12,653	262,356	157,272	—	8,575	96,509
Bracebridge	73,079	—	—	17,708	90,787	14,015	—	5,660	71,112
Macaulay	26,025	—	—	—	26,025	15,804	—	—	10,221
Monck	54,918	—	—	1,885	56,803	29,980	—	1,885	24,938
Draper	42,679	12,320	—	—	54,999	40,927	—	—	14,072
Sub Total	196,701	12,320	—	19,593	228,614	100,726	—	7,545	120,343
Port Carling	30,193	—	—	2,392	32,585	15,070	—	—	17,515
Windermere	4,508	—	—	—	4,508	2,600	—	100	1,808
Watt	54,766	10,466	—	—	65,232	40,706	—	210	24,316
Port Sydney	8,022	—	—	—	8,022	3,655	—	—	4,367
Stephenson	44,753	8,500	—	—	53,253	32,507	—	588	20,158
Sub Total	142,242	18,966	—	2,392	163,600	94,538	—	898	68,164
Cardwell	24,026	—	—	—	24,026	18,712	—	—	5,314
Stisted	40,780	—	—	—	40,780	32,408	—	127	8,245
Sub Total	64,806	—	—	—	64,806	51,120	—	127	13,559
Total - Central	630,906	53,832	—	34,638	719,376	403,656	—	17,145	298,575
East:									
Huntsville	92,938	1,535	—	16,999	111,472	41,869	—	2,565	67,038
Chaffey	65,045	—	—	—	65,045	41,128	—	—	23,917
Brunel	46,145	—	—	—	46,145	31,501	—	131	14,513
Sub Total	204,128	1,535	—	16,999	222,662	114,498	—	2,696	105,468
Franklin	49,234	34,524	—	—	83,758	57,095	—	443	26,220
McLean	30,436	—	—	—	30,436	18,618	—	—	11,818
Ridout	24,241	—	—	—	24,241	14,831	—	—	9,410
Sub Total	103,911	34,524	—	—	138,435	90,544	—	443	47,448
Oakley	27,455	—	—	—	27,455	17,737	—	180	9,538
Total - East	335,494	36,059	—	16,999	388,552	222,779	—	3,319	162,454
West:									
Bala	27,630	—	—	—	27,630	10,134	—	657	16,839
Medora & Wood	198,855	17,482	—	—	216,337	112,750	—	6,336	97,251
Sub Total	226,485	17,482	—	—	243,967	122,884	—	6,993	114,090
Freeman	22,563	1,000	—	—	23,563	14,354	—	105	9,104
Total - West	249,048	18,482	—	—	267,530	137,238	—	7,098	123,194
TOTAL - DISTRICT	1,215,448	108,373	—	51,637	1,375,458	763,673	—	27,562	584,223

Source: Financial Statements of municipalities listed.

municipal road expenditures in the District are probably in excess of \$1,000,000 per year in gross terms (including Provincial grants), and somewhat less than \$500,000 per year in net terms, i.e. paid from local revenues.

The question of how much this level of expenditure might be raised in future cannot be readily answered. Some increase could be financed merely from the growth in assessment as development proceeds, but beyond this the willingness to pay, and ultimately the ability to pay, will set the limit. Particularly with regard to roads, these latter two factors are likely to differ as between the permanent and seasonal taxpayers.

In an attempt to gain some further perspective as to the size of the problem, the Department of Highways was requested by the Review to consider the roads tentatively identified on Map 4 as being of particular concern to the District, and to estimate the annual cost to District taxpayers of bringing them up to an acceptable standard over a ten-year period. The Department's estimate, based on a Provincial subsidy covering 77% of the total cost, indicates a required local expenditure of about \$530,000 per year. Not all of this would be an addition to present municipal road expenditures of course, for many miles of present municipal roads are included with the road system for which the estimate was prepared. Nevertheless, it is clear that some significant increase over the present municipal road expenditures would be required if the District were to undertake such a

program. Yet it is difficult to avoid the conclusion that Muskoka is unlikely to obtain an adequate road system in any other way.

In any event, the present municipal roads which serve a wider area than the municipality in which they are located raise the question of whether there should be some District responsibility for roads. And this question in turn raises another: whether the present municipal road responsibilities could be more efficiently carried out with fewer road departments, each serving a larger area than at present. The road equipment inventories of the existing departments indicate that there is a great deal of duplication of similar equipment; and suggest that a consolidated department might afford better equipment of greater capacity and use it to greater advantage. Similarly with staff: more specialization and a higher ratio of full-time staff would presumably be possible in a larger-scale operation, which could result in greater efficiency.

Whatever is the answer to these questions, it seems clear that Muskoka has a significant backlog of road needs, and that it will have to make the most efficient use of each road dollar spent in future if this backlog is to be overcome.

The issues raised above will require some difficult decisions, and cannot be resolved at this stage of the Review. If sound recommendations are to be made in the final report of the Review however, it will

be essential that the views of those concerned in the District be made fully known to the Commissioner at the public hearings to be held next fall.

CHAPTER 11POLICE AND FIRE PROTECTIONPolice

As shown in Table 38 there are three police departments in the District, one in each of the large towns. Employment of part-time or seasonal constables in several of the other municipalities has decreased since 1967 under a Provincial program which offers free policing by the Ontario Provincial Police to municipalities which agree to give up their one-man police force and appoint a by-law enforcement officer instead. Under this program Port Carling, Franklin, Freeman, McLean and Ridout have accepted policing by the O.P.P. Similarly an O.P.P. policing contract with Bala has been terminated, the O.P.P. taking over police responsibilities there without payment by the municipality because the contract payment had come to represent but a small portion of the cost of policing the area.

The two to five-man police forces in the Province have also been the subject of study by the Ontario Police Commission and it is evident that in many cases, such small forces cannot meet the minimum objectives of efficiency which the Commission feels are essential in the battle against crime in Ontario.

This inevitably raises for the Review the question of whether the Town police forces, which range in size from five to six plus a part-

time employee, will prove adequate in the future. Discussion with officials and others in the District has also raised another question however, concerning the time that is sometimes required for an O.P.P. officer to arrive when called, if he has more pressing duties elsewhere in his relatively large patrol area.

In the case of Muskoka, the O.P.P. maintains detachments at Bracebridge, Huntsville, and Bala, so that no part of the District is very distant from O.P.P. protection. And certainly Bracebridge, Gravenhurst and Huntsville could achieve significant savings if the O.P.P. were to take over their policing without charge. But while such O.P.P. protection might be as good or even better than that provided by the local forces in the case of the more major crimes, there is at least some doubt among local citizens that it would be as good in the case of the many matters of a less serious nature with which a police force is expected to deal.

In any event, the police coverage of most of the District by the O.P.P. appears to be quite satisfactory, and police protection does not seem to be a service in which the District as a whole has any great concern. The one area where such concern might develop is in the control of pleasure boat traffic on the lakes. This is already a matter of some concern in certain areas, and one which may become of more general concern as the boat-ownership ratio increases, and particularly if more

public boat-launching ramps are provided on the lakes in the District. While this is again an O.P.P. responsibility, it is possible that in the future the particular nature of the problem in Muskoka may require local action of some kind.

Fire

As shown in Table 38, there are fourteen fire departments in the District, one of them shared with an adjoining municipality in the Provisional County of Haliburton. Two hundred and ninety-five volunteer firefighters are employed by these departments. In addition, Morrison Township has had a fire protection survey made by the Ontario Fire Marshall's Office and is evidently about to establish its own fire department. A similar survey has been requested by Oakley Township, and the establishment of a fire department there may follow. This would bring to sixteen the number of fire departments in the District.

Of the existing fourteen departments however, only eleven (along with three in the District of Parry Sound), are in the Muskoka District Mutual Fire Aid System, a cooperative arrangements for mustering aid from other fire departments quickly in the event of an emergency. The departments not in the Muskoka Mutual Aid System are those of Franklin, McLean, and Ridout and Sherborne, which have not applied to join.

In addition to these municipal fire-fighting forces, there is also the Ontario Fire College located at Gravenhurst, which participates in the Mutual Aid System; and the extensive fire-fighting personnel and

equipment of the Department of Lands and Forests, to combat forest and bush fires.

Under the Mutual Aid System, the sequence of mustering aid for each area has been worked out in advance. But in most cases communication is by telephone, and with only part-time personnel involved, there is the risk of serious delay. A Muskoka District Fire Control Radio System which would link all the Mutual Aid Departments by radio, has been given serious consideration, but has not materialized, probably due in part to the recent elimination of Provincial grants (under the Emergency Measures program) for the equipment required. Evidently three of the departments do have radio equipment: Bracebridge, Gravenhurst, and Port Carling; and of these Bracebridge and Port Carling are on the Fire College frequency. The desirable situation of course would be for all the departments to have radio equipment, using a separate District fire frequency, but also capable of switching to the Ontario Fire College frequency if necessary.

But although there is no comprehensive radio communication system, much of the District is now served by a series of volunteer fire departments, and the number of such departments seems likely to show a further increase in the near future. In addition, several of the areas without protection by their own department, are covered by inter-municipal agreements with an adjacent municipality.

On the whole therefore, reasonably good protection appears to be provided under present arrangements, particularly to the more populated parts of the District; and the costs are relatively low. But there are some shortcomings. Many cottage areas could not be reached quickly enough by any of the existing brigades to save a burning building, although perhaps in most cases help could arrive in time to prevent a fire from spreading to adjacent cottages. Also, it is difficult to achieve a fully-trained force when all but the Chief are serving on a voluntary, part-time basis. Similarly, fire prevention programs and public information programs about what to do in the case of fire, are apt to be minimal in the case of volunteer departments. Nor is the equipment available always as adequate as it might be.

These shortcomings, along with the forecast of future growth and development in the District, raise the question of whether the existing fire protection arrangements are really adequate enough at present, and whether they will be adequate enough in the future. There is also the related question as to whether improvements and economies might be achieved through some consolidation of the existing fire departments. Finally, there is the possibility of a District role in fire protection, perhaps concerned only with certain central functions such as communication, training, purchasing, and fire prevention programs, or perhaps of a more extensive nature.

Expenditures

Municipal expenditures on police and fire protection are given in Tables 71 and 72 for the years 1961 and 1966

TABLE 71.

MUSKOKA AREA STUDY
PROTECTION TO PERSONS AND PROPERTY GROSS AND NET EXPENDITURE - 1944

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grant \$	Debt Charges Recoverable \$	Other Recovery \$	Net Current \$
Central:									
Gravenhurst	31,398	3,387	--	--	34,785	1,477	--	--	33,308
Muskoka	945	--	--	--	945	202	--	843	1,147
Morrison	541	--	--	--	541	44	--	--	585
Ryde	84	--	--	--	84	--	--	--	84
Sub Total	32,968	3,387	--	--	36,355	1,723	--	843	35,532
Bracebridge	30,700	--	--	--	30,700	233	--	5,000	28,467
Macaulay	936	--	--	--	936	18	--	--	918
Monck	1,918	--	--	--	1,918	131	--	--	1,787
Draper	1,076	--	--	--	1,076	25	--	--	1,051
Sub Total	34,630	--	--	--	34,630	407	--	5,000	32,223
Port Carling	8,903	--	--	--	8,903	24	--	--	8,879
Wendermere	1,743	--	--	--	1,743	--	--	--	1,743
Watt	96	--	--	--	96	51	--	--	147
Port Sydney	578	--	--	--	578	--	--	--	578
Stephenson	100	--	--	--	100	39	--	--	139
Sub Total	11,420	--	--	--	11,420	114	--	--	11,306
Cardwell	150	--	--	--	150	57	--	--	93
Stisted	98	--	--	--	98	22	--	--	76
Sub Total	248	--	--	--	248	79	--	--	169
Total - Central	79,266	3,387	--	--	82,653	2,323	--	1,843	77,525
East:									
Huntsville	32,958	--	--	1,896	34,854	1,626	--	1,375	31,853
Chaffey	1,453	--	--	--	1,453	32	--	--	1,421
Brunel	500	--	--	--	500	73	--	--	427
Sub Total	34,911	--	--	1,896	36,807	1,731	--	1,375	35,376
Franklin	2,102	--	--	--	2,102	3	--	53	2,102
McLean	2,329	--	--	--	2,329	--	--	--	2,329
Ridout	355	--	--	--	355	44	--	--	311
Sub Total	4,786	--	--	--	4,786	47	--	53	4,886
Oakley	--	--	--	--	--	--	--	--	--
Total - East	39,697	--	--	1,896	41,593	1,778	--	1,428	38,387
West:									
Bala	13,077	--	--	--	13,077	601	--	--	12,476
Medora & Wood	3,243	--	--	4,540	7,783	--	--	--	7,783
Sub Total	16,320	--	--	4,540	20,860	601	--	--	20,259
Freeman	2,803	--	--	--	2,803	119	--	410	2,274
Total - West	19,123	--	--	4,540	23,663	720	--	410	22,533
TOTAL - DISTRICT	138,086	3,387	--	6,436	147,909	4,821	--	1,663	143,445

Source: Financial Statements of municipalities listed.

TABLE 72.

MUSKOKA AREA STUDY

PROTECTION TO PERSONS AND PROPERTY GROSS AND NET EXPENDITURE - 1966

Municipality	Operating \$	Capital from Revenue \$	Joint Expend- iture \$	Debt Charges Attributable \$	Gross Current \$	Provincial Grants \$	Debt Charges Recoverable \$	Other Recover- ables \$	Net Current \$
Central:									
Gravenhurst	46,049	2,370	—	—	48,419	1,990	—	—	46,429
Muskoka	3,791	—	—	—	3,791	189	—	3,717	- 115
Morrison	2,527	—	—	—	2,527	477	—	—	2,050
Ryde	30	—	—	—	30	62	—	—	- 32
Sub Total	52,397	2,370	—	—	54,767	2,718	—	2,717	48,332
Bracebridge									
Macaulay	41,134	—	—	3,538	44,672	216	—	4,968	39,488
Monck	1,624	—	—	—	1,624	44	—	—	1,580
Draper	4,222	—	—	—	4,222	187	—	—	4,035
Sub Total	47,997	—	—	3,538	51,535	467	—	4,968	46,100
Port Carling									
Windermere	11,744	—	—	1,528	13,272	59	—	—	13,213
Watt	1,402	—	—	—	1,402	—	—	—	1,402
Port Sydney	1,240	—	—	—	1,240	110	—	—	1,130
Stephenson	2,358	—	—	—	2,358	—	—	65	2,293
Sub Total	17,216	—	—	1,528	18,744	243	—	65	18,436
Cardwell									
Stisted	567	—	—	—	567	—	—	263	304
Sub Total	433	—	—	—	433	168	—	114	151
Total - Central	118,610	2,370	—	5,066	126,046	3,596	—	9,127	113,323
East:									
Huntsville	42,780	—	—	—	42,780	1,463	—	5,164	36,153
Chaffey	2,778	—	—	—	2,778	96	—	—	2,682
Brunel	1,167	—	—	—	1,167	167	—	50	950
Sub Total	46,725	—	—	—	46,725	1,726	—	5,214	39,785
Franklin									
McLean	960	—	—	—	960	81	—	112	767
Ridout	2,197	—	—	—	2,197	43	—	—	2,154
Sub Total	1,377	—	—	—	1,377	16	—	—	1,361
Oakley									
Sub Total	4,534	—	—	—	4,534	140	—	112	4,282
Total - East	51,259	—	—	—	—	—	—	—	—
West:									
Bala	17,767	—	—	—	17,767	256	—	—	17,511
Medora & Wood	9,263	3,549	—	16,126	28,938	326	—	1,830	26,782
Sub Total	27,030	3,549	—	16,126	46,705	582	—	1,830	44,293
Freeman									
Sub Total	6,024	—	—	—	6,024	379	—	63	5,582
Total - West	33,054	3,549	—	16,126	52,729	961	—	1,893	49,875
TOTAL - DISTRICT	202,822	5,919	—	21,192	230,034	6,423	—	16,346	207,265
(Adj) Total - District	197,658	5,919	—	21,192	224,870	6,423	—	11,182 1/	207,265

1/ Excludes \$5,164 Fire charges, to avoid double accounting.

Source: Financial Statements of municipalities listed.

PART 4MUNICIPAL FINANCECHAPTER 12MUNICIPAL ASSESSMENT, DEBT, REVENUE AND EXPENDITURE

This chapter presents a large amount of tabular material on the finances of the municipalities in the Review area.

In order to ensure accuracy and comparability, the audited financial statements of the municipalities were used as the source of data on debenture debt, revenue and expenditure, while the files of the Assessment Branch of the Department of Municipal Affairs provided the data on assessment. At the time the analysis was undertaken, the latest year for which the audited financial statements were available was 1966. In order to determine recent trends, comparable data was obtained throughout for the year 1961, five years earlier. Because the basis of assessment equalization had been changed during this period two sets of 1966 assessment tables have been prepared, the first equalized using the last factors on the old basis (1964) for comparability with 1961; the second using the new factors applicable to the assessment for 1966 taxes.

To provide a more current picture of assessment, a table is also included giving the taxable assessment for 1968 taxes, along with the 1968 equalization factors which have just become available.

The tables are presented in four sets, dealing respectively with assessment, debenture debt, revenue, and expenditure.

As in the expenditure tables which have been included in preceding chapters, the tables are arranged by geographical groupings of the municipalities in order to permit ready comparison of adjacent areas. These groupings do not imply anything with regard to possible local government reorganization.

Financial Trends

The tables reveal a great deal about local government in Muskoka. The 1961 to 1966 trends are indicative of the pace of change which is taking place in the District.

A study of the tables reveals that over this period, taxable assessment (as equalized by the old factors) increased by 31%, while gross expenditures rose by 57% and net expenditures by 52%. The lower rate of increase in net expenditures was due to a significant rise of 70% in total Provincial grants.

As a result of the faster increase in net expenditures as compared with assessment, municipal tax levies rose by 43%. But since assessment increased by 31%, the rise in taxation per \$1,000 of equalized taxable assessment was only a nominal 9%. School taxes per \$1,000 of equalized taxable assessment rose by only about 4% however, whereas taxes for municipal purposes increased by 12%.

Thus the gross local government expenditures increased by 57%, but since there was more assessment, and a higher level of Provincial grants, the tax burden per \$1,000 of assessment rose by only 9%.

Although it cannot be assumed that Provincial grants will continue to rise as rapidly in the future, it is clear that even a more moderate rise in grants, accompanied by the increase in assessment implied by the growth forecasts for the District, should be able to finance a significant increase in total local government expenditures with only a moderate increase in the tax burden.

The Tax Base

In 1966 the total assessment in the District equalized to market value amounted to \$261,000,000. On this basis of equalization, 77% of the total taxable assessment in 1966 was residential and farm, 13% was commercial and industrial and 10% was other. This does not appear to be a very healthy assessment ratio, but the fact that a large proportion of the residential category comprises seasonal residences which produce no demand for schools or certain other municipal services, is very significant. Taking this factor into consideration, it would appear that quite a high proportion of the total assessment in the District should contribute at least as much if not more in tax yield than it requires in municipal expenditures.

The quality of the tax base is shown in another way by the tables of per capita assessment, in which the total assessment on both permanent and seasonal properties is divided by the permanent population only. The high overall per capita ratio for the District as a whole, and the very high ratios for several of the municipalities, are significantly above the per capita ratios in many parts of the Province.

The Distribution of Tax Resources and Expenditure Requirements

Each of the tables also brings out a matter of concern to the Review. Both assessment and expenditures are distributed very unevenly amongst the area municipalities, and the municipalities with the higher assessments are in many cases not the ones with the higher expenditures.

The fact that the results differ depending on whether the old or the new equalization factors are used, should also be noted; indeed, dissatisfaction with the equalization factors - particularly the new ones - probably helps to explain some of the reluctance to support District-wide services which is sometimes expressed.

With the advent of District Assessment, the need for equalization factors will in time be replaced by a fully equalized assessment base throughout the District. Not all District-wide programs allocate their costs according to assessment of course, but many people are convinced that this is the most equitable way of pooling resources.

It is in any event, a question for the Review: should the costs of

present and future District-wide service programs be shared among the municipalities according to their taxable assessments or should other cost-sharing formulas be used?

Conclusion

In terms of assessment, and particularly the cottage, commercial and industrial assessment which produces little or no demand for some of the municipal services including education, some of the present municipalities in the District are very rich while others are relatively poor. While it is true that cottage, commercial and industrial properties may require more of certain other municipal services, this has not in the past begun to offset the advantage of these kinds of assessment, because they require no school expenditures. But education finance is shortly to go on a District-wide basis, with the costs of education shared according to equalized taxable assessment. Under this new situation, the relative advantage of cottage, commercial and industrial assessment to a local municipality will not be nearly as great. Indeed if the requirements of such properties for sanitation, roads and protection become more demanding in future, the taxes that they yield and the municipal expenditures that they require may be brought quite closely into line.

Under these conditions, the local municipalities may well find it advantageous to hand over more of their service responsibilities to some

form of District or area-wide body, capable of providing the services more efficiently.

Finally, the reader who has come this far is reminded that it is essential for the Review to know his reactions to the many issues which have been raised in this research report. Those who are interested in making a submission to the Review will find some notes to assist them in Appendix B.

TOTAL EQUALIZED ASSESSMENT FOR 1961 AND 1966 ^{1/} TAXES

Municipality	Taxable Assessment			Exempt Assessment			Total		
	1961		Per- cent- age %	1966		Per- cent- age %	1966 ^{2/}		Per- cent- age %
	Actual \$	Per- cent- age %		Actual \$	Per- cent- age %		Actual \$	Per- cent- age %	
Central:									
Gravenhurst	3,360,708	87.1	88.7	4,463,533	12.9	12.9	566,065	11.3	100.0
Muskoka	2,460,542	72.5	82.0	4,194,463	27.5	27.5	919,208	18.0	100.0
Morrison	1,846,734	95.4	93.3	2,368,497	93.3	4.6	170,329	6.7	100.0
Ryde	289,012	97.1	97.4	396,550	2.9	2.9	10,649	2.6	100.0
Sub Total	7,956,996	83.9	87.3	11,423,043	16.1	16.1	1,666,251	12.7	100.0
Braebridge	3,566,543	78.2	73.7	4,238,643	21.8	21.8	1,509,211	26.3	100.0
Macaulay	846,603	95.2	79.0	930,417	4.8	4.8	247,605	21.0	100.0
Menck	2,690,964	96.2	96.5	3,281,741	96.5	3.5	117,826	3.5	100.0
Drapier	601,738	93.8	94.1	723,529	6.2	6.2	45,436	5.9	100.0
Sub Total	7,705,848	86.7	82.7	9,174,330	13.3	13.3	1,920,078	17.3	100.0
Port Carling	1,035,943	91.4	93.1	1,714,222	8.6	8.6	127,224	6.9	100.0
Windermere	297,941	83.5	82.4	422,735	16.5	16.5	90,211	17.6	100.0
Watt	1,313,736	99.7	98.3	1,685,636	98.3	3	28,621	1.7	100.0
Port Sydney	377,369	94.4	95.1	1,717,703	5.6	5.6	88,898	4.9	100.0
Stephenson	1,294,085	97.3	97.5	1,406,156	2.7	2.7	35,735	2.5	100.0
Sub Total	4,319,074	95.2	94.9	6,946,452	4.8	4.8	370,689	5.1	100.0
Cardwell	255,503	95.0	91.6	384,869	5.0	5.0	35,201	8.4	100.0
Stisted	326,782	96.4	93.4	449,937	3.6	3.6	31,668	6.6	100.0
Sub Total	582,285	95.8	92.6	834,806	4.2	4.2	66,869	7.4	100.0
Total - Central	20,564,203	87.4	87.6	28,378,631	12.6	12.6	4,023,887	12.4	100.0
East:									
Huntsville	4,100,797	84.4	79.1	4,449,903	15.6	15.6	1,175,596	20.9	100.0
Chaffey	2,168,377	90.2	89.4	2,879,135	9.8	9.8	342,870	10.6	100.0
Brunel	992,601	88.8	93.9	1,183,546	11.2	11.2	76,695	6.1	100.0
Sub Total	7,261,775	86.7	84.2	8,512,584	13.3	13.3	1,595,161	15.8	100.0
Franklin	1,637,581	96.8	95.1	1,939,918	3.2	3.2	100,039	4.9	100.0
McLean	773,274	93.1	94.1	968,868	6.9	6.9	60,377	5.9	100.0
Ridout	677,660	100.0	98.7	866,938	N.A. ^{2/}	N.A. ^{2/}	11,483	1.3	100.0
Sub Total	3,088,515	96.5	95.6	3,775,724	3.5	3.5	171,899	4.4	100.0
East:									
Oakley	398,319	96.5	94.1	458,599	4.4	4.4	28,857	5.9	100.0
Total - East	10,748,609	89.6	87.7	12,746,907	10.4 ^{2/}	10.4 ^{2/}	1,795,917	12.3	100.0
West:									
Bala	1,325,289	92.4	94.7	2,174,177	7.6	7.6	122,269	5.3	100.0
Medora & Wood	5,631,976	95.1	94.4	6,865,207	4.9	4.9	408,837	5.6	100.0
Sub Total	6,957,265	94.6	94.5	9,039,384	5.4	5.4	531,106	5.5	100.0
Freeman	597,147	81.9	64.6	797,183	18.1	18.1	435,961	35.4	100.0
Total - West	7,554,412	93.4	91.0	9,836,567	6.6	6.6	967,067	9.0	100.0
TOTAL - DISTRICT	38,867,224	89.1	88.2	50,962,105	10.9	10.9	6,786,871	11.8	100.0

^{1/} Because equalization factors after 1965 are not comparable to prior years, the assessed values for 1966 taxes have been equalized with the 1964 factor.

^{2/} Figures obtained by applying the equalization factor to the unequalized assessment as reported in the Clerk's Return for 1961.

^{3/} Figures obtained by applying the equalization factor to the unequalized assessment as reported in the 1966 Analysis of Assessment, Population and Area.

^{4/} Indicates the total of taxable and exempt assessment.

TABLE 74.

MUSKOKA AREA STUDY

EQUALIZED TAXABLE ASSESSMENT FOR 1961 TAXES

Municipality	Residential and Farm			Commercial & Industrial			Other	Total
	Residential \$	Farm \$	Total \$	Commercial \$	Industrial \$	Total \$		
Central:								
Gravenhurst	2,105,692	—	2,105,692	957,551	189,575	1,147,126	107,000	3,260,707
Muskoka	1,269,885	519,049	1,788,934	430,518	7,580	438,098	233,510	2,460,712
Morrison	984,543	177,639	1,162,182	—	—	473,652	210,800	2,046,732
Ryde	145,192	124,436	269,628	19,384	—	19,384	—	289,022
Sub Total	4,505,317	821,124	5,326,441	1,881,105	197,155	2,078,260	552,200	7,956,994
Bracebridge	2,018,998	—	2,018,998	1,343,340	132,400	1,475,740	71,005	3,566,513
Macaulay	411,559	233,095	644,654	56,798	—	56,798	145,151	946,603
Monck	1,764,805	289,409	2,054,214	559,139	—	559,139	77,511	2,490,964
Draper	387,177	89,139	476,316	51,677	73,000	124,677	745	601,738
Sub Total	4,582,539	611,643	5,194,182	2,010,954	205,400	2,216,354	295,312	7,705,218
Port Carling	712,136	13,375	725,511	281,116	5,011	286,127	24,255	1,035,243
Wendernere	290,142	313	290,455	2,611	—	2,611	1,975	307,941
Watt	978,432	307,253	1,285,685	21,025	—	21,025	7,024	1,313,736
Port Sydney	341,171	—	341,171	36,198	—	36,198	—	377,369
Stephenson	456,515	273,480	729,995	319,059	—	319,059	245,031	1,294,005
Sub Total	2,778,446	594,421	3,372,867	660,009	5,011	665,020	281,197	4,318,074
Cardwell	210,249	33,769	244,018	—	—	—	11,425	255,502
Stisted	216,398	52,609	269,007	—	—	—	57,775	326,782
Sub Total	426,647	86,378	513,025	—	—	—	69,200	582,225
Total - Central	12,292,949	2,113,566	14,406,515	4,552,068	407,566	4,959,634	1,198,054	20,564,202
East:								
Huntsville	2,233,431	—	2,233,431	1,421,811	334,790	1,756,601	110,230	4,119,572
Chaffey	1,400,530	104,201	1,505,139	422,273	—	422,273	240,965	2,168,377
Brunei	501,686	129,467	631,153	315,294	—	315,294	14,154	752,601
Sub Total	4,136,055	233,668	4,369,723	2,159,403	334,790	2,494,193	257,334	7,261,775
Franklin	1,094,190	21,600	1,115,790	414,052	—	414,052	107,720	1,637,561
Molean	650,777	40,170	690,947	81,323	—	81,323	982	773,244
Ridout	590,051	—	590,051	96,475	—	96,475	1,134	677,660
Sub Total	2,325,018	61,770	2,386,788	591,855	—	591,855	109,722	3,088,525
Oakley	339,339	34,119	373,458	24,861	—	24,861	—	398,319
Total - East	6,800,412	329,557	7,129,969	2,776,124	334,790	3,110,914	507,726	10,748,629
West:								
Bala	1,092,367	3,300	1,095,667	192,922	14,972	207,894	21,723	1,325,222
Medora & Wood	4,906,768	—	4,906,768	683,502	—	683,502	11,706	5,601,976
Sub Total	5,999,135	3,300	6,002,435	876,424	14,972	891,396	63,429	6,957,365
Freeman	487,336	8,392	495,728	34,719	—	34,719	66,704	609,241
Total - West	6,486,471	11,692	6,498,163	911,143	14,972	926,115	130,134	7,459,402
TOTAL - DISTRICT	25,579,832	2,454,815	28,034,647	8,239,335	757,228	8,996,563	1,895,914	33,886,234

Source: Files of the Assessment Branch, Department of Municipal Affairs.

TABLE 75.

MUSKOKA AREA STUDY

EQUALIZED TAXABLE ASSESSMENT FOR 1966 TAXES

Municipality	Residential and Farm		Commercial & Industrial		Other ^{1/}	Total
	Residential \$	Farm \$	Commercial \$	Industrial \$		
Central:						
Gravenhurst	2,742,520	—	1,200,473	268,450	252,090	4,463,533
Muskoka	3,258,520	134,458	414,725	67,350	319,410	4,194,463
Morrison	1,465,741	164,822	302,352	2,320	433,262	2,368,497
Ryde	114,547	257,593	—	—	24,410	396,550
Sub Total	7,581,328	556,873	1,917,550	338,120	1,024,172	11,423,043
Bracebridge						
Macauley	2,308,203	—	1,759,260	37,400	133,780	4,238,643
Monck	541,698	158,695	74,192	—	155,832	930,417
Drapeer	2,152,139	273,086	518,468	—	338,048	3,281,741
Sub Total	459,783	128,756	38,958	53,812	42,220	723,529
	5,461,823	560,537	2,390,878	91,212	669,880	9,174,330
Port Carling						
Windermere	1,197,431	1,700	292,898	—	222,193	1,714,222
Watt ^{4/}	374,771	4,350	—	—	43,614	422,735
Port Sidney	1,294,298	278,858	123,584	—	85,250	1,781,990
Stephenson	1,640,587	—	17,666	—	59,450	1,717,703
Sub Total	786,821	142,382	73,805	—	403,148	1,406,156
	5,293,908	427,290	507,953	—	813,655	7,042,806
Cardwell						
Stisted	210,529	172,980	—	—	1,360	384,869
Sub Total	254,719	151,118	—	—	44,100	449,937
	465,248	324,098	—	—	45,460	834,806
Total - Central	18,802,307	1,868,798	4,816,381	429,332	2,558,167	28,474,985
East:						
Huntsville	2,570,122	1,550	1,614,079	72,525	191,627	4,449,903
Chaffey	1,851,109	90,753	702,636	—	234,637	2,879,135
Brunel	867,637	136,372	102,123	1,350	76,064	1,183,546
Sub Total	5,288,868	228,675	2,418,838	73,875	502,328	8,512,584
Franklin						
McLean	1,553,128	17,750	119,131	—	249,909	1,939,918
Ridout	836,748	46,902	34,396	—	50,822	968,868
Sub Total	805,579	—	32,889	—	28,470 ^{2/}	866,938
	3,195,455	64,652	186,416	—	329,201	3,775,724
Oakley						
	403,914	49,800	—	2,335	2,550	458,599
Total - East	8,888,237	343,127	2,605,254	76,210	834,079	12,746,907
West:						
Bala	1,596,623	4,620	395,126	—	177,808	2,174,177
Medora & Wood	6,002,279	—	214,467	—	648,461	6,865,207
Sub Total	7,598,902	4,620	609,593	—	826,269	9,039,384
Freeman						
	642,319	11,715	95,799	—	47,350	797,183
Total - West	8,241,221	16,335	705,392	—	873,619	9,836,567
TOTAL - DISTRICT	35,931,765	2,228,260	8,127,027	505,542	4,765,865	51,058,459

^{1/} Includes vacation resorts and waste land. ^{2/} Assessor's Return not complete. ^{3/} 1965 figure.

^{4/} Estimated by using Summary of Tax Rolls and Analysis of Assessment, Population and Area.

Note: Because the 1966 factor (market value) is not comparable to those previous to 1965, assessment for 1966 taxes is equalized by 1964 factor.

Source: Files of the Assessment Branch, Department of Municipal Affairs, and Analysis of Assessment, Population and Area, 1966.

TABLE 76.

MUSKOGA AREA STUDY

PER CAPITA EQUALIZED TAXABLE ASSESSMENT FOR 1961 TAXES

Municipality	Population	Residential and Farm			Commercial and Industrial			Other	Total
		Residential \$	Farm \$	Total \$	Commercial \$	Industrial \$	Total \$		
Central:									
Gravenhurst	3,177	662.79	--	662.79	301.40	59.67	361.07	33.06	1,057.32
Muskoka	1,300	976.83	399.27	1,376.10	331.17	5.83	337.00	179.62	1,892.72
Norrison	788	1,474.43	225.43	1,474.86	601.08	--	601.08	257.63	2,343.57
Ryde	183	793.10	679.98	1,473.38	105.92	--	105.92	--	1,579.20
Sub Total	5,448	826.97	150.72	977.69	345.28	36.19	381.47	101.38	1,460.54
Bracebridge	2,970	679.80	--	679.80	452.30	44.58	496.88	24.18	1,200.96
Macaulay	826	498.26	282.20	780.45	68.76	--	68.76	175.73	1,024.94
Monck	1,218	1,448.94	237.61	1,686.55	459.06	--	459.06	63.72	2,209.33
Draper	497	779.03	179.35	958.38	103.98	146.88	250.86	1.50	1,210.74
Sub Total	5,511	931.53	110.99	942.51	364.90	37.27	402.17	53.59	1,398.27
Port Carling	492	1,447.53	27.13	1,474.72	571.37	10.12	581.56	49.30	2,105.58
Wendmere	118	2,453.83	2.65	2,461.43	22.13	--	22.13	41.31	2,524.92
Watt	575	1,701.62	534.35	2,235.97	36.57	--	36.57	12.22	2,284.76
Port Sydney	186	1,834.25	--	1,834.25	194.61	--	194.61	--	2,028.87
Stephenson	791	577.14	345.74	922.88	403.36	--	403.36	309.77	1,636.01
Sub Total	2,162	1,285.13	274.84	1,560.07	205.28	2.32	207.59	120.06	1,597.72
Cardwell	109	1,923.89	309.81	2,233.70	--	--	--	105.27	2,244.07
Twisted	243	890.53	215.50	1,107.02	--	--	--	237.76	1,344.78
Sub Total	352	1,212.07	245.39	1,457.46	--	--	--	175.76	1,554.22
Total - Central	13,473	912.41	156.87	1,069.29	237.27	36.25	269.12	85.92	1,526.33
East:									
Huntsville	3,120	715.84	--	715.84	455.72	107.30	563.02	35.49	1,311.36
Chaffey	2,377	588.37	43.84	633.21	177.65	--	177.65	101.37	912.23
Bruncol	1,013	495.25	127.81	623.05	311.25	--	311.25	45.56	979.86
Sub Total	6,510	625.34	35.89	671.23	331.71	51.43	383.13	61.11	1,115.42
Franklin	641	1,606.74	31.72	1,638.46	608.01	--	608.01	158.21	2,404.67
McLean	421	1,545.79	95.42	1,641.20	193.13	--	193.13	2.37	1,836.76
Ridout	192	3,021.10	--	3,021.10	502.47	--	502.47	5.91	3,529.48
Sub Total	1,224	1,796.77	127.14	1,924.50	457.33	--	457.33	7.81	2,334.8
Valley	172	1,972.90	193.37	2,171.27	144.54	--	144.54	--	2,315.81
Total - East	7,776	952.61	41.32	993.93	348.66	41.97	390.03	63.66	1,347.62
West:									
Bala	457	2,396.30	7.22	2,397.52	422.15	32.76	454.91	17.54	2,899.93
Medora and Wood	1,390	3,530.05	--	3,530.05	451.72	--	451.72	30.00	4,051.78
Sub Total	1,847	3,248.04	7.79	3,249.82	474.51	3.11	477.62	34.34	3,766.77
Freeman	1,006	484.43	3.34	492.77	34.51	--	34.51	66.30	593.59
Total - West	2,953	2,273.56	4.10	2,277.66	319.36	5.25	324.61	45.61	2,647.36
TOTAL - DISTRICT	24,302	1,052.58	101.01	1,153.59	339.64	31.16	370.20	75.55	1,599.31

Source: Files of the Assessment Branch, Department of Municipal Affairs.

TABLE 77.

MUSKOKA AREA STUDY

PER CAPITA EQUALIZED TAXABLE ASSESSMENT FOR 1966 TAXES

Municipality	Population	Residential and Farm		Commercial and Industrial		Other	Total
		Residential \$	Farm \$	Commercial \$	Industrial \$		
Central:							
Gravenhurst	3,307	829.31	—	363.01	81.18	76.23	1,349.73
Muskoka	1,641	1,985.69	81.94	252.73	41.04	194.64	2,556.04
Morrison	776	1,888.84	212.40	389.63	2.99	558.33	3,052.19
Ryde	180	636.37	1,431.07	—	—	135.61	2,203.05
Sub Total	5,904	1,284.10	94.32	324.79	57.27	174.32	1,934.80
Bracebridge	3,044	758.28	—	577.94	12.29	43.95	1,392.46
Macaulay	843	642.58	188.25	88.01	—	184.85	1,103.69
Monck	1,213	1,774.23	225.13	427.43	—	278.69	2,705.48
Draper	563	816.67	228.70	69.20	95.58	74.99	1,285.15
Sub Total	5,663	964.48	98.98	422.19	16.11	118.29	1,620.05
Port Carling	548	2,185.09	3.10	534.49	—	405.46	3,128.15
Wendermere	111	3,376.32	39.19	—	—	392.92	3,808.42
Watt	532	2,432.89	524.17	232.30	—	160.24	3,349.61
Port Sydney	195	8,413.27	—	90.59	—	304.87	8,808.73
Stephenson	798	985.99	178.42	92.49	—	505.20	1,762.10
Sub Total	2,184	2,423.95	195.65	232.58	—	372.55	3,224.73
Cardwell	105	2,005.04	1,647.43	—	—	12.95	3,665.42
Stisted	215	1,184.74	702.87	—	—	205.12	2,092.73
Sub Total	320	1,453.90	1,012.81	—	—	142.06	2,608.77
Total - Central East:	14,071	1,336.25	132.81	342.29	30.51	181.80	2,023.66
Huntsville	3,122	823.23	.50	517.00	23.23	61.38	1,425.34
Chaffey	2,557	723.94	35.49	274.79	—	91.76	1,125.98
Brunel	1,032	840.73	132.14	98.96	1.31	73.71	1,146.85
Sub Total	6,711	788.09	34.07	360.43	11.01	74.85	1,268.45
Franklin	662	2,346.11	26.81	179.96	—	377.51	2,930.40
McLean	374	2,237.29	125.41	91.97	—	135.88	2,590.55
Ridout	130	6,196.76	—	252.99	—	219.00	6,668.75
Sub Total	1,166	2,740.53	55.45	159.88	—	282.33	3,238.19
Oakley	160	2,524.46	311.25	—	14.59	15.94	2,866.24
Total - East	8,037	1,105.91	42.69	324.16	9.48	103.78	1,586.03
West:							
Bala	477	3,347.22	9.69	828.36	—	372.76	4,558.02
Medora & Wood	1,260	4,763.71	—	170.21	—	514.65	5,448.57
Sub Total	1,737	4,374.73	2.66	350.95	—	475.69	5,204.03
Freeman	926	693.65	12.65	103.45	—	51.13	860.88
Total - West	2,663	3,094.71	6.13	264.89	—	328.06	3,693.80
TOTAL - DISTRICT	24,771	1,450.56	89.95	328.09	20.41	172.21	2,061.22

Note: Because equalization factors in 1966 are not comparable to any before 1965, these assessed values have been equalized with the 1964 factor for comparison with 1961.

TABLE 78.

PERCENTAGE DISTRIBUTION OF EQUALIZED TAXABLE ASSESSMENT BY 1961 TAX

Municipality	Residential and Farm			Commercial and Industrial			Total	Ratio
	Residential	Farm	Total	Commercial	Industrial	Total		
<u>Central:</u>								
Gravenhurst	62.7	—	62.7	23.5	5.6	29.1	2.2	100.0
Muskoka	51.6	21.1	72.7	17.5	.3	17.8	0.7	100.0
Morrison	53.3	9.6	62.9	25.6	—	25.6	11.1	100.0
Ryde	50.2	43.1	93.3	6.7	—	6.7	—	100.0
Sub Total	56.6	10.3	66.9	23.6	2.5	26.1	6.0	100.0
Bracebridge	56.6	—	56.6	37.7	3.7	41.4	2.7	100.0
Macaulay	48.6	27.5	76.1	6.7	—	6.7	17.1	100.0
Monck	55.6	10.7	66.3	20.8	—	20.8	2.0	100.0
Draper	64.3	14.8	79.1	8.6	12.1	20.7	.1	100.0
Sub Total	59.5	7.9	67.4	26.1	2.7	28.8	3.0	100.0
Port Carling	68.7	1.3	70.0	27.1	.5	27.6	2.2	100.0
Windermere	97.4	.1	97.5	.9	—	.9	1.4	100.0
Watt	74.5	23.4	97.9	1.6	—	1.6	.5	100.0
Port Sydney	90.4	—	90.4	9.6	—	9.6	—	100.0
Stephenson	35.3	21.1	56.4	21.7	—	21.7	13.0	100.0
Sub Total	64.3	13.3	77.6	15.3	.1	15.4	6.5	100.0
Cartwell	82.3	13.2	95.5	—	—	—	4.5	100.0
Stisted	66.2	16.1	82.3	—	—	—	17.7	100.0
Sub Total	73.3	14.8	88.1	—	—	—	11.9	100.0
Total - Central	59.8	10.3	70.1	22.1	2.0	24.1	5.0	100.0
<u>East:</u>								
Huntsville	54.5	—	54.5	34.7	3.1	37.8	2.7	100.0
Chaffey	64.6	4.5	69.4	19.5	—	19.5	11.1	100.0
Brunel	50.5	13.0	63.5	31.3	—	31.3	4.6	99.9
Sub Total	57.0	3.2	60.2	29.7	4.6	34.3	5.5	100.0
Franklin	66.2	1.3	67.5	25.3	—	25.3	6.6	100.0
McLean	84.2	5.2	89.4	10.5	—	10.5	.1	100.0
Ridout	85.6	—	85.6	14.2	—	14.2	.2	100.0
Sub Total	75.3	2.0	77.3	19.2	—	19.2	3.6	100.0
Oakley	85.2	8.6	93.8	6.2	—	6.2	—	100.0
Total - East	63.2	3.1	66.3	25.8	3.1	28.9	4.7	99.9
<u>West:</u>								
Bala	82.4	.2	82.6	14.6	1.1	15.7	1.7	99.9
Medora and Wood	87.1	—	87.1	12.1	—	12.1	.7	99.9
Sub Total	84.2	.0	84.2	12.6	.2	12.8	.7	99.9
Freeman	81.6	1.4	83.0	5.8	—	5.8	11.3	100.0
Total - West	85.9	.2	86.1	12.1	.2	12.3	1.7	100.0
DISTRICT TOTAL	65.3	6.3	71.6	21.2	1.9	23.1	4.7	99.9

Source: Files of the Assessment Branch, Department of Municipal Affairs.

TABLE 79.

MUSKOKA AREA STUDY

PERCENTAGE DISTRIBUTION OF EQUALIZED TAXABLE ASSESSMENT FOR 1966 TAXES

Municipality	Residential and Farm			Commercial and Industrial			Other	Total
	Residential	Farm	Total	Commercial	Industrial	Total	%	%
	%	%	%	%	%	%		
Central:								
Gravenhurst	61.4	—	61.4	26.9	6.0	32.9	5.6	99.9
Muskoka	77.7	3.2	80.9	9.9	1.6	11.5	7.6	100.0
Morrison	61.9	7.0	68.8	12.8	.1	12.9	18.3	100.0
Ryde	28.9	65.0	93.8	—	—	—	6.2	100.0
Sub Total	66.4	4.9	71.2	16.8	3.0	19.7	9.0	99.9
Bracebridge	54.5	—	54.5	41.5	.9	42.4	3.2	100.1
Macaulay	58.2	17.1	75.3	8.0	—	8.0	16.7	100.0
Menck	65.6	8.3	73.9	15.8	—	15.8	10.3	100.0
Draper	63.5	17.8	81.3	5.4	7.4	12.8	5.8	99.9
Sub Total	59.5	6.1	65.6	26.1	1.0	27.1	7.3	100.0
Port Carling	69.9	.1	70.0	17.1	—	17.1	13.0	100.1
Windermere	88.7	1.0	89.7	—	—	—	10.3	100.0
Watt	10.5	18.5	29.0	6.6	—	6.6	64.4	100.0
Port Sydney	95.5	—	95.5	1.0	—	1.0	3.5	100.0
Stephenson	56.0	10.1	66.1	5.2	—	5.2	28.7	100.0
Sub Total	60.1	6.6	66.7	7.1	—	7.1	26.1	99.9
Cardwell	54.7	44.9	99.6	—	—	—	.4	100.0
Stisted	56.6	33.6	90.2	—	—	—	9.8	100.0
Sub Total	55.7	38.8	94.6	—	—	—	5.4	100.0
Total - Central	62.3	6.7	69.0	16.9	1.5	18.4	12.5	99.9
East:								
Huntsville	57.8	.03	57.8	36.3	1.6	37.9	4.3	100.0
Chaffey	64.3	3.2	67.4	24.4	—	24.4	8.1	99.9
Brunel	73.3	11.5	84.8	8.6	.1	8.7	6.4	99.9
Sub Total	62.1	2.7	64.8	28.4	.9	29.3	5.9	100.0
Franklin	80.1	.9	81.0	6.1	—	6.1	12.9	100.0
McLean	86.4	4.8	91.2	3.6	—	3.6	5.2	100.0
Ridout	92.9	—	92.9	3.8	—	3.8	3.3	100.0
Sub Total	84.6	1.7	86.3	4.9	—	4.9	8.7	99.9
Oakley	88.1	10.9	99.0	—	.5	.5	.6	100.1
Total - East	69.7	2.7	72.4	20.4	.6	21.0	6.5	99.9
West:								
Bala	73.4	.2	73.6	18.2	—	18.2	8.2	100.0
Medora and Wood	87.4	—	87.4	3.1	—	3.1	9.4	99.9
Sub Total	84.1	.1	84.2	6.7	—	6.7	9.1	100.0
Freeman	80.6	1.5	82.0	12.0	—	12.0	5.9	100.0
Total - West	83.8	.2	83.9	7.2	—	7.2	8.9	100.0
TOTAL - DISTRICT	68.3	4.4	72.8	15.9	1.0	17.0	10.3	100.1

Note: Because equalization factors in 1966 are not comparable to any before 1965, these assessed values have been equalized with the 1964 factor for comparison with 1961.

TABLE 80.

MUSKOKA AREA STUDY

TOTAL EQUALIZED ASSESSMENT - 1966

(Market Value)

Municipality	Taxable Assessment \$	Per- cent- age %	Exempt Assessment \$	Per- cent- age %	Total Assessment \$
Central:					
Gravenhurst	16,724,413	89.3	1,793,804	10.7	18,518,217
Muskoka	22,376,900	85.7	3,748,300	14.3	26,125,200
Morrison	10,912,600	93.6	740,070	6.4	11,652,670
Ryde	1,487,016	97.7	35,212	2.3	1,522,228
Sub Total	51,500,929	88.8	6,517,386	11.2	58,018,315
Bracebridge	12,935,286	75.1	4,298,232	24.9	17,233,518
Macaulay	3,835,385	81.0	899,500	19.0	4,734,885
Monck	14,435,355	96.7	493,611	3.3	14,928,966
Draper	3,397,681	94.9	181,333	5.1	3,579,014
Sub Total	34,603,707	85.5	5,872,676	14.5	40,476,383
Port Carling	8,197,157	94.2	503,204	5.8	8,700,361
Windermere	2,883,280	86.7	442,000	13.3	3,325,280
Watt	9,496,083	98.8	114,353	1.2	9,610,436
Port Sydney	1,851,254	95.8	80,692	4.2	1,931,946
Stephenson	4,999,692	97.5	126,604	2.5	5,126,296
Sub Total	27,427,466	95.6	1,266,853	4.4	28,694,319
Cardwell	813,439	90.0	101,045	10.0	914,484
Stisted	1,180,763	99.9	78,611	.1	1,259,374
Sub Total	1,994,202	91.7	179,656	8.3	2,173,858
Total - Central	115,526,304	89.3	13,836,571	10.7	129,362,875
East:					
Huntsville	14,555,382	79.8	3,685,536	20.2	18,240,918
Chaffey	10,736,676	90.3	1,155,240	9.7	11,891,916
Brunel	5,090,474	94.9	276,208	5.1	5,366,682
Sub Total	30,382,532	85.6	5,116,984	14.4	35,499,516
Franklin	12,846,840	96.7	433,250	3.3	13,280,090
McLean	6,520,955	95.5	309,111	4.5	6,830,066
Ridout	3,529,659	99.1	33,559	.9	3,563,218
Sub Total	22,897,454	96.7	775,920	3.3	23,673,374
Oakley	2,150,050	95.8	94,050	4.2	2,244,100
Total - East	55,430,036	90.3	5,986,954	9.7	61,416,990
West:					
Bala	10,022,845	94.8	550,568	5.2	10,573,413
Medora & Wood	53,689,240	96.7	1,836,167	3.3	55,525,407
Sub Total	63,712,085	96.4	2,386,735	3.6	66,098,820
Freeman	3,044,440	67.9	1,438,330	32.1	4,482,820
Total - West	66,756,525	94.6	3,825,115	5.4	70,581,640
TOTAL - DISTRICT	237,712,865	91.0	23,648,640	9.0	261,361,505

Source: Files of The Assessment Branch - Department of Municipal Affairs - and,
Analysis of Assessment, Population and Area for municipalities mentioned.

TABLE 81.

MUSKOKA AREA STUDYPERCENTAGE DISTRIBUTION OF EQUALIZED TAXABLE ASSESSMENT FOR 1966 TAXES

Municipality	Residential and Farm			Commercial and Industrial			Other	Total
	Residential	Farm	Total	Commercial	Industrial	Total	%	%
	%	%	%	%	%	%		
Central:								
Gravenhurst	61.1	—	61.1	25.4	7.0	32.3	6.6	100.0
Muskoka	80.4	3.2	83.6	7.7	1.5	9.2	7.1	100.0
Morrison	60.5	7.7	68.2	11.8	.1	12.0	19.9	100.0
Ryde	32.7	62.4	95.0	—	—	—	5.0	100.0
Sub Total	68.6	4.8	73.4	14.1	2.9	17.1	9.6	100.0
Bracebridge	58.0	—	58.0	37.3	1.0	38.3	3.7	100.0
Macaulay	53.3	19.0	72.3	7.4	—	7.4	20.3	100.0
Monck	69.2	8.6	77.8	9.2	—	9.2	13.0	100.0
Draper	57.6	18.7	76.3	4.8	10.6	15.4	8.3	100.0
Sub Total	62.1	7.5	69.6	19.1	1.4	20.5	9.9	100.0
Port Carling	74.1	.1	74.2	14.0	—	14.0	11.8	100.0
Windermere	66.7	3.0	69.7	—	—	—	30.3	100.0
Watt	72.8	14.2	87.0	7.7	—	7.7	5.3	100.0
Port Sydney	86.6	—	86.6	1.1	—	1.1	12.4	100.0
Stephenson	53.3	8.8	62.1	5.6	—	5.6	32.3	100.0
Sub Total	69.9	6.9	76.8	7.9	—	7.9	15.3	100.0
Cardwell	67.9	31.6	99.5	—	—	—	.5	100.0
Stisted	58.8	30.9	89.6	—	—	—	10.4	100.0
Sub Total	62.5	31.2	93.7	—	—	—	6.3	100.0
Total - Central	66.9	6.6	73.5	13.9	1.7	15.6	10.9	100.0
East:								
Huntsville	54.4	.03	54.4	39.1	1.8	40.9	4.7	100.0
Chaffey	69.1	3.9	73.0	18.3	—	18.3	8.7	100.0
Brunel	72.7	12.4	85.1	8.6	.1	8.7	6.2	100.0
Sub Total	62.6	3.5	66.1	26.6	.9	27.5	6.4	100.0
Franklin	75.3	1.4	76.7	3.9	—	3.9	19.5	100.0
McLean	84.5	3.9	88.4	2.9	—	2.9	8.7	100.0
Ridout	93.3	—	93.3	2.0	—	2.0	4.7	100.0
Sub Total	80.7	1.9	82.6	3.3	—	3.3	14.1	100.0
Oakley	87.3	11.6	98.9	—	.5	.5	.6	100.0
Total - East	71.1	3.1	74.2	16.0	.5	16.5	9.4	100.0
West:								
Bala	73.6	.2	73.8	18.2	—	18.2	8.1	100.0
Medora & Wood	88.8	—	88.8	3.2	—	3.2	8.1	100.0
Sub Total	86.4	.03	86.4	5.5	—	5.5	8.1	100.0
Freeman	75.4	2.6	77.9	11.7	—	11.7	10.4	100.0
Total - West	85.9	.1	86.0	5.8	—	5.8	8.2	100.0
TOTAL - DISTRICT	73.2	4.0	77.2	12.1	1.0	13.1	9.7	100.0

Note:- Based on 1966 equalization factor at market prices.
Details may not add to 100 due to rounding.

PER CAPITA EQUALIZED TAXABLE ASSESSMENT FOR 1966 TAXES

AT MARKET VALUE

Municipality	Population	Residential and Farm		Commercial and Industrial	
		Residential \$	Farm \$	Commercial \$	Industrial \$
Central:					
Gravenhurst	3,307	3,090.22	—	1,282.69	352.94
Muskoka	1,641	10,467.47	434.57	1,055.67	205.21
Morrison	776	8,512.82	1,077.38	1,665.84	14.95
Ryde	180	2,698.13	1,152.12	—	—
Sub Total	5,904	5,980.45	419.47	1,230.84	256.69
Brucebridge	3,044	2,465.46	—	1,583.13	43.88
Mecaulay	843	2,424.79	863.52	337.10	—
Monck	1,213	8,233.60	1,025.01	1,093.67	—
Draper	563	3,475.84	2,130.25	291.12	637.21
Sub Total	5,663	3,795.38	460.52	1,164.36	86.94
Port Carling	543	11,085.74	—	2,096.21	—
Windermere	111	17,333.33	—	—	—
Watt	532	13,003.10	—	1,366.48	—
Port Sydney	195	8,225.27	—	95.76	—
Stephenson	798	3,339.47	552.76	352.26	—
Sub Total	2,184	8,784.55	863.32	996.09	—
Cardwell	105	5,261.90	2,445.89	—	—
Stisted	215	3,727.07	1,695.09	—	—
Sub Total	320	3,894.75	—	—	—
Total - Central	14,071	5,488.85	—	1,139.65	142.69
East:					
Huntsville	3,122	2,534.14	1.77	1,824.11	82.97
Chaffey	2,557	2,901.49	1,171	766.70	—
Brunel	1,032	3,586.22	1,127	422.56	5.45
Sub Total	6,711	2,835.89	1,720	1,205.69	39.43
Franklin	662	14,607.85	268.13	755.06	—
McLean	374	14,741.29	677.30	507.19	—
Ridout	130	25,320.36	—	542.62	—
Sub Total	1,166	15,845.02	69.40	651.87	—
Oakley	160	11,728.91	1,556.25	—	72.97
Total - East	8,037	4,900.28	215.85	1,101.34	34.38
West:					
Bala	477	15,458.21	44.03	3,815.64	—
Medora & Wood	1,260	37,829.60	—	1,349.89	—
Sub Total	1,737	31,686.16	12.09	2,027.02	—
Freeman	926	2,477.62	84.34	384.87	—
Total - West	2,663	21,529.53	37.21	1,456.00	—
TOTAL - DISTRICT	24,771	7,022.44	380.49	1,161.23	92.21
					9,596.42

TABLE 83.

MUSKOKA AREA STUDY

EXEMPT ASSESSMENT 1966

Municipality	Eligible for Payment-in-lieu of					Not Eligible for Payment-in-lieu of	
	FULL TAXES			PART TAXES		Other Exempt	Total Exempt
	Federal %	Municipal Utilities %	Total %	Provincial %	Total %		
Central:							
Gravenhurst	5.3	3.4	8.7	5.3	14.0	86.0	100.0
Muskoka	13.8	.6	14.4	65.2	79.6	20.3	100.0
Morrison	.7	—	.7	.8	1.5	98.5	100.0
Ryde	—	—	—	—	—	100.0	100.0
Sub Total	9.5	1.5	11.0	37.6	48.6	51.5	100.0
Bracebridge	6.6	10.5	17.1	7.2	24.3	75.6	100.0
Macaulay	1.0	—	1.0	18.6	19.6	80.4	100.0
Menck	—	—	—	2.2	2.2	97.8	100.0
Draper	—	—	—	10.1	10.1	89.9	100.0
Sub Total	5.4	8.5	13.9	8.3	22.2	77.8	100.0
Port Carling	3.2	—	3.2	5.9	9.1	90.8	100.0
Windermere	36.2	—	36.2	—	36.2	63.8	100.0
Watt	23.9	—	23.9	1.3	25.2	74.8	100.0
Port Sydney	—	—	—	—	—	100.0	100.0
Stephenson	7.2	—	7.2	4.1	11.3	88.7	100.0
Sub Total	8.9	—	8.9	4.0	12.9	87.1	100.0
Cardwell	—	—	—	88.1	88.1	11.9	100.0
Stisted	—	—	—	—	—	100.0	100.0
Sub Total	—	—	—	47.6	47.6	52.4	100.0
TOTAL - CENTRAL	7.3	4.7	12.0	21.6	33.6	66.4	100.0
East:							
Huntsville	5.1	1.1	6.2	1.9	8.1	91.9	100.0
Chaffey	—	.7	.7	51.7	52.4	47.6	100.0
Brunel	—	—	—	1.6	1.6	98.4	100.0
Sub Total	3.8	.9	4.7	12.2	16.9	83.0	100.0
Franklin	1.5	—	1.5	6.4	7.9	92.2	100.0
McLean	—	—	—	2.0	2.0	98.0	100.0
Rideout 1/	—	—	—	45.7 2/	45.7 2/	54.3	100.0
Sub Total	.8	—	.8	7.7	8.5	91.5	100.0
Oakley	—	—	—	10.0	10.0	90.0	100.0
TOTAL - EAST	3.6	.9	4.5	12.0	16.5	83.5	100.0
West:							
Bala	—	—	—	19.8	19.8	80.2	100.0
Medora & Wood	2.3	—	2.3	5.8	8.1	91.9	100.0
Sub Total	1.6	—	1.6	10.1	11.7	88.3	100.0
Freesman	—	—	—	1.7	1.7	98.3	100.0
TOTAL - WEST	1.0	—	1.0	7.1	8.1	91.8	100.0
TOTAL - DISTRICT	5.5	3.1	8.6	17.2	25.8	74.3	100.0

1/ Analysis of Assessment, Population and Area for 1966 is not complete. Some figures have been estimated
 2/ Based on 1965 information.

Source: Analysis of Assessment Population and Area, 1966.

TABLE 84.

MUSKOKA AREA STUDY

AREA DISTRIBUTION

TOTAL EQUALIZED ASSESSMENT

Municipality	1961	1966	
	%	1966	Market
		Factor	Value
		%	%
Central:			
Gravenhurst	8.9	8.7	7.2
Muskoka	7.8	8.8	10.0
Morrison	4.4	4.4	4.5
Ryde	.7	.7	.6
Sub Total	21.8	22.6	22.2
Bracebridge	10.5	10.0	6.6
Macauley	2.0	2.0	1.8
Monck	6.4	5.9	5.7
Draper	1.5	1.3	1.4
Sub Total	20.4	19.2	15.5
Port Carling	2.6	3.2	3.3
Windermere	.8	.9	1.3
Watt	3.0	3.1	3.7
Port Sydney	.9	3.1	.7
Stephenson	3.0	2.5	2.0
Sub Total	10.4	12.8	11.0
Cardwell	.6	.7	.3
Stisted	.8	.8	.5
Sub Total	1.4	1.6	.8
Total - Central	53.9	56.2	49.5
East:			
Huntsville	11.1	9.7	7.0
Chaffey	5.5	5.6	4.5
Brunel	2.6	2.2	2.1
Sub Total	19.2	17.5	13.6
Franklin	3.9	3.5	5.1
McLean	1.9	1.8	2.6
Ridout	1.6	1.5	1.4
Sub Total	7.3	6.8	9.1
Oakley	9.6	.8	.9
Total - East	27.5	25.1	23.5
West:			
Bala	3.3	4.0	4.0
Medora & Wood	13.6	12.6	21.2
Sub Total	16.9	16.6	25.3
Freeman	1.7	2.1	1.7
Total - West	18.5	18.7	27.0
TOTAL - DISTRICT	100.0	100.0	100.0

TABLE 85. MUSKOKA AREA STUDY TAXABLE ASSESSMENT
FOR 1968 TAXES AND 1968 EQUALIZATION FACTORS

	<u>Total Taxable Assessment</u>	<u>Equalization Factor</u>
	\$	
<u>Towns</u>		
Bala	2,313,580	22
Bracebridge	3,807,000	21
Gravenhurst	4,081,650	21
Huntsville	4,250,912	21
<u>Villages</u>		
Port Carling	2,057,733	19
Port Sydney	507,077	17
Windermere	532,031	29
<u>Townships</u>		
Brunel	1,346,717	18
Cardwell	288,380	25
Chaffey	2,979,950	20
Draper	622,322	13
Franklin	1,347,099	7
Freeman	495,400	10
Macaulay	802,538	16
McLean	709,377	9
Medora & Wood	8,532,392	14
Monck	2,795,050	17
Morrison	2,196,000 *	15
Muskoka	5,730,185	17
Oakley	461,485	16
Ridout	631,000	11
Ryde	514,940	18
Stephenson	1,321,177	18
Stisted	441,650	20
Watt	1,679,459	12
<u>Total</u>	50,445,104	

* previous year's figure

Source: Assessor's Returns and Municipal Handbook.

TABLE 86.

MUSKOKA AREA STUDY

MUNICIPAL DEBENTURE DEBT OUTSTANDING - 1961 and 1966

(MUNICIPALITIES' OWN ISSUE)

Municipality	General		Public Schools		Secondary Schools		Utilities 1/		Total	
	1961	1966	1961	1966	1961	1966	1961	1966	1961	1966
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Central:										
Gravenhurst	169,700	178,955	89,500	339,000	289,400	182,800	26,000	11,000	574,600	711,755
Muskoka	—	30,330	37,600	153,349	—	—	—	—	37,600	185,679
Morrison	—	—	70,000	97,000	—	—	—	—	70,000	97,000
Ryde	—	—	—	38,000	—	—	—	—	—	38,000
Sub Total	169,700	209,285	197,100	627,349	289,400	182,800	26,000	11,000	682,200	1,030,434
Bracebridge	208,062	281,267	261,800	289,900	213,000	176,000	330,591	224,770	1,013,453	971,937
Macaulay	—	—	75,700	62,400	—	—	—	2/	75,700	62,400
Monck	41,269	35,000	75,300	58,300	—	—	—	13,701 3/	116,569	137,001 3/
Draper	6,500	3,757	57,400	78,300	—	—	—	—	63,900	82,057
Sub Total	255,831	320,024	470,200	488,900	213,000	176,000	330,591	238,471	1,269,622	1,223,395
Port Carling	37,198	29,998	8,500	4,900	—	—	34,419	19,039	80,117	53,937
Windermere	—	—	—	—	—	—	—	—	—	—
Watt	—	—	—	—	—	—	—	—	—	—
Port Sydney	—	2,700	—	—	—	—	—	—	—	2,700
Stephenson	—	—	—	—	—	—	—	—	—	—
Sub Total	37,198	32,698	8,500	4,900	—	—	34,419	19,039	80,117	56,637
Cardwell	—	—	—	—	—	—	—	—	—	—
Stisted	—	—	37,100	19,200	—	—	—	—	37,100	19,200
Sub Total	—	—	37,100	19,200	—	—	—	—	37,100	19,200
Total - Central	462,729	562,007	712,900	1,140,349	502,400	358,800	391,010	268,510	2,069,039	2,329,666
East:										
Huntsville	130,000	95,000	219,000	592,000	171,000	58,000	54,634	17,883	574,634	762,883
Chaffey	—	—	220,076	131,982	—	—	—	—	220,076	131,982
Brunel	—	—	68,386	42,760	—	—	—	—	68,386	42,760
Sub Total	130,000	95,000	507,462	766,742	171,000	58,000	54,634	17,883	863,096	937,625
Franklin	12,000	—	45,500	62,100	—	—	—	—	57,500	62,100
McLean	—	19,000	26,000	—	—	—	—	—	26,000	19,000
Ridout	—	—	—	36,500	—	—	—	—	—	36,500
Sub Total	12,000	19,000	71,500	98,600	—	—	—	—	83,500	117,600
Oakley	—	—	37,800	31,400	—	—	—	—	37,800	31,400
Total - East	142,000	114,000	616,762	896,742	171,000	58,000	54,634	17,883	984,396	1,086,625
West:										
Bala	—	—	35,200	57,000	—	—	108,000	140,000	143,200	197,000
Medora & Wood	82,000	55,000	109,000	85,000	—	—	—	—	191,000	140,000
Sub Total	82,000	55,000	144,200	142,000	—	—	108,000	140,000	334,200	337,000
Freeman	5,750	28,000	36,800	106,500	—	—	—	48,000	42,550	182,500
Total - West	87,750	83,000	181,000	248,500	—	—	108,000	188,000	376,750	519,500
TOTAL - DISTRICT	692,479	759,007	1,510,662	2,285,591	673,400	416,800	553,644	474,393	3,430,185	3,935,791

1/ Excludes Long Term Debt other than Debentured. 2/ Excludes \$9,519 Ontario Water Resources Commission. 3/ \$13,701 Owners' Share of Local Trs.
 Source: Financial Statements of municipalities listed.

TABLE 87.

MUSKOKA AREA STUDY

MUNICIPAL NET DEBT OUTSTANDING - 1961 and 1966

(OWN ISSUE + ASSUMPTIONS - RECOVERABLES)

Municipality	General		Public Schools		Secondary Schools		Total	
	1961	1966	1961	1966	1961	1966	1961	1966
Central:								
Gravenhurst	169,700	178,955	89,500	339,000	289,400	182,800	548,600	700,755
Muskoka	—	30,330	50,802	164,674	—	—	50,802	195,004
Morrison	—	—	70,000	97,000	—	—	70,000	97,000
Ryde	—	—	—	36,936	—	—	—	36,936
Sub Total	169,700	209,285	210,302	637,610	289,400	182,800	669,402	1,029,695
Braebridge								
Macaulay	208,062	281,267	261,800	289,900	213,000	176,000	682,862	747,167
Monk	—	—	75,700	62,400	—	—	75,700	62,400
Draper	41,269	35,000	75,300	58,300	—	—	116,569	93,300
Sub Total	255,831	320,024	44,198	59,789	—	—	50,698	63,546
			456,998	470,389	213,000	176,000	925,229	966,413
Port Carling								
Windermere	37,198	29,998	8,500	8,500	—	—	45,698	38,498
Matt	—	—	—	—	—	—	—	—
Port Sydney	—	2,700	—	—	—	—	—	2,700
Stephenson	—	4,550	—	—	—	—	—	4,550
Sub Total	37,198	37,248	8,500	8,500	—	—	45,698	45,748
Cardwell								
Stisted	—	—	—	—	—	—	—	—
Sub Total	—	—	33,353	14,594	—	—	33,353	14,594
			33,353	14,594	—	—	33,353	14,594
Total - Central East:								
Huntsville	462,729	566,557	709,153	1,131,093	502,400	358,800	1,674,282	2,056,450
Chaffey	130,000	95,000	219,000	592,000	171,000	58,000	520,000	745,000
Brunel	—	—	216,963	125,040	—	—	216,963	125,040
Sub Total	130,000	95,000	61,837	46,871	—	—	61,837	46,871
			497,800	763,911	171,000	58,000	798,800	916,911
Franklin								
McLean	—	—	49,742	62,100	—	—	49,742	62,100
Ridout	—	19,000	26,000	22,993	—	—	26,000	41,993
Sub Total	—	19,000	21,000	43,219	—	—	21,000	43,219
			96,742	128,312	—	—	96,742	147,312
Oakley								
	—	—	37,800	31,400	—	—	37,800	31,400
Total - East								
	130,000	114,000	632,342	923,623	171,000	58,000	933,342	1,095,623
West:								
Bala	—	—	35,200	57,000	—	—	35,200	57,000
Medora & Wood	82,000	55,000	109,000	85,000	—	—	191,000	140,000
Sub Total	82,000	55,000	144,200	142,000	—	—	226,200	197,000
Freeman								
	5,750	28,000	42,550	106,500	—	—	48,300	134,500
Total - West								
	87,750	83,000	186,750	248,500	—	—	244,100	331,500
TOTAL - DISTRICT								
	680,479	763,557	1,528,245	2,303,216	673,400	416,800	2,202,174	3,483,573

Source: Financial Statements of municipalities limited.

TABLE 88.

MUSKOKA AREA STUDY

DEBT TO GROSS PRODUCT

Per Capita & Per \$1000 Municipalized Assessment

	OWN ISSUE (GROSS)		Per \$1000 G.P.A.		Per Capita		Per \$1000 E.T.A.	
	1961	1966	1961	1966	1961	1966	1961	1966
Central:								
Gravenhurst	180.86	215.23	170.96	159.44	172.68	211.90	163.23	156.98
Muskoka	28.92	111.93	15.28	43.80	39.08	118.83	20.64	46.50
Porrierson	88.83	125.00	37.90	40.96	88.83	125.00	37.90	40.96
Rvde	--	211.11	--	95.72	--	205.20	--	93.04
Sub Total	125.22	174.53	85.73	90.21	122.87	174.41	84.12	90.14
Gracebridge	341.23	319.30	284.12	229.28	229.92	245.46	191.44	176.26
Macaulay	91.65	74.02	89.37	67.10	91.65	74.02	89.37	67.10
Monck	95.71	88.21	43.32	32.60	95.71	76.92	43.32	28.43
Draper	128.57	145.75	106.15	113.34	102.01	112.87	84.22	87.77
Sub Total	230.38	216.03	164.74	133.34	168.00	170.65	120.13	105.33
Port Carling	162.84	98.43	77.33	31.47	92.88	70.25	44.11	22.46
Windermere	--	--	--	--	--	--	--	--
Watt	--	--	--	--	--	--	--	--
Port Sydney	--	13.85	--	1.57	--	13.85	--	1.57
Stennerson	--	--	--	--	--	5.70	--	3.24
Sub Total	37.06	25.93	18.55	8.04	21.14	20.95	10.53	6.50
Cardwell	--	--	--	--	--	--	--	--
Stisted	142.57	89.30	113.46	42.67	137.26	77.88	102.00	32.43
Sub Total	105.40	60.00	63.64	22.99	94.75	45.61	57.21	17.49
TOTAL CENTRAL	153.57	165.57	100.60	81.81	124.27	146.15	81.41	72.22
East:								
Antsville	184.18	244.36	140.12	171.43	166.67	238.63	176.80	167.42
Chaffey	92.59	51.62	101.51	45.84	91.28	48.90	100.04	43.43
Emmel	67.51	41.43	68.87	36.11	61.04	45.42	62.27	39.59
Sub Total	142.48	130.21	111.35	110.14	122.70	136.63	116.00	117.1
Franklin	84.43	93.81	35.10	32.01	73.04	93.81	30.37	32.01
McLean	61.76	50.80	33.64	19.61	61.76	112.28	33.66	43.34
Midcut	--	280.77	--	42.10	100.38	332.45	36.97	49.85
Sub Total	64.53	100.36	27.03	31.14	51.76	145.34	41.1	34.1
Oakley	219.77	196.25	94.97	68.41	219.77	196.25	94.97	68.41
TOTAL EAST	123.42	135.20	91.58	85.24	117.02	136.32	86.83	85.94
West:								
Sala	313.35	413.00	104.03	90.62	77.02	110.50	36.1	24.22
Bedora & Wood	137.41	111.11	33.91	20.39	137.41	111.11	33.91	20.39
Sub Total	140.94	194.01	48.04	37.28	123.47	113.41	41.1	21.79
Freeman	41.34	197.08	31.27	228.98	47.43	145.25	30.1	14.74
TOTAL WEST	131.55	195.08	49.87	52.82	95.84	124.48	36.34	33.70
District Total	141.08	158.89	88.25	77.08	118.54	140.63	74.14	68.23

1/ Excludes all recoverable debt, includes debt assumed from other municipalities.

TABLE 89.

MUSKOKA AREA STUDY

MUNICIPAL NET DEBENTURE DEBT OUTSTANDING

1961 and 1966

PERCENTAGE DISTRIBUTION

Municipality	1961 %	1966 %
Central:		
Gravenhurst	19.0	20.1
Muskoka	1.8	5.6
Morrison	2.4	2.8
Ryde	—	1.1
Sub Total	23.2	29.6
Bracebridge	23.7	21.4
Macaulay	2.6	1.8
Menck	4.0	2.7
Draper	1.8	1.8
Sub Total	32.1	27.7
Port Carling	1.6	1.1
Windermere	—	—
Watt	—	—
Port Sydney	—	.1
Stephenson	—	.1
Sub Total	1.6	1.3
Cardwell	—	—
Stisted	1.2	.4
Sub Total	1.2	.4
Total - Central	58.1	59.0
East:		
Huntsville	18.0	21.4
Chaffey	7.5	3.6
Brunel	2.2	1.3
Sub Total	27.7	26.3
Franklin	1.7	1.8
McLean	.9	1.2
Ridout	.8	1.2
Sub Total	3.4	4.2
Oakley	1.3	1.0
Total - East	32.4	31.5
West:		
Bala	1.2	1.6
Medora & Wood	6.6	4.1
Sub Total	7.8	5.7
Freeman	1.7	3.8
Total - West	9.5	9.5
TOTAL - DISTRICT	100.0	100.0

Source: Financial Statements of
municipalities listed.

TABLE 90.

MUSKOKA AREA STUDY

NEW DEBTENTURE DEBT ISSUED - 1961 to 1966 - BY FUNCTION

Municipality	Public Schools \$	Percent of Total %	Secondary Schools \$	Percent of Total %	General \$	Percent of Total %	Utilities \$	Percent of Total %	Total \$
Central:									
Gravenhurst	275,000	74.0	—	—	96,787	26.0	—	—	371,787
Muskoka	148,800	83.1	—	—	30,330	16.9	—	—	179,130
Morrison	40,000	100.0	—	—	—	—	—	—	40,000
Ryde	44,500	100.0	—	—	—	—	—	—	44,500
Sub Total	508,300	80.0	—	—	127,117	20.0	—	—	635,417
Bracebridge	96,000	30.8	—	—	185,331	59.5	30,000	9.6	311,331
Macaulay	—	—	—	—	—	—	—	—	—
Monck	—	—	—	—	45,748	100.0	—	—	45,748
Draper	52,800	89.0	—	—	6,500	11.0	—	—	59,300
Sub Total	148,800	35.7	—	—	237,579	57.1	30,000	7.2	416,379
Port Carling	8,500	21.8	—	—	30,498	78.2	—	—	38,998
Windermere	—	—	—	—	—	—	—	—	—
Watt	—	—	—	—	—	—	—	—	—
Port Sydney	—	—	—	—	4,300	100.0	—	—	4,300
Stephenson	—	—	—	—	—	—	—	—	—
Sub Total	8,500	19.6	—	—	34,798	80.4	—	—	43,298
Cardwell	—	—	—	—	—	—	—	—	—
Stisted	40,000	100.0	—	—	—	—	—	—	40,000
Sub Total	40,000	100.0	—	—	—	—	—	—	40,000
Total - Central	705,600	62.2	—	—	399,494	35.2	30,000	2.6	1,135,094
East:									
Huntsville	559,000	100.0	—	—	—	—	—	—	559,000
Chaffey	56,000	100.0	—	—	—	—	—	—	56,000
Brunel	—	—	—	—	—	—	—	—	—
Sub Total	615,000	100.0	—	—	—	—	—	—	615,000
Franklin	40,000	100.0	—	—	—	—	—	—	40,000
McLean	—	—	—	—	—	—	—	—	—
Ridout	43,500	100.0	—	—	—	—	—	—	43,500
Sub Total	83,500	100.0	—	—	—	—	—	—	83,500
Oakley	—	—	—	—	—	—	—	—	—
Total - East	698,500	100.0	—	—	—	—	—	—	698,500
West:									
Bala	20,000	100.0	—	—	—	—	—	—	20,000
Medora & Wood	—	—	—	—	—	—	—	—	—
Sub Total	20,000	100.0	—	—	—	—	—	—	20,000
Freeman	83,000	50.9	—	—	30,000	18.4	50,000	30.7	163,000
Total - West	103,000	56.3	—	—	30,000	16.4	50,000	27.3	183,000
TOTAL - DISTRICT	1,507,100	74.7	—	—	429,494	21.3	80,000	4.0	2,016,594

Source: Financial Statements of municipalities listed.

TABLE 91.

MUSKOKA AREA STUDY

NEW DEBENTURE DEBT ISSUED - 1961 to 1966 - BY YEAR							
Municipality	1961	1962	1963	1964	1965	1966	Total
	\$	\$	\$	\$	\$	\$	\$
Central:							
Gravenhurst	—	—	—	41,000	—	330,787	371,787
Muskoka	—	70,800	—	—	78,000	30,330	179,130
Morrison	—	—	—	—	—	40,000	40,000
Ryde	—	44,500	—	—	—	—	44,500
Sub Total	—	115,300	—	41,000	78,000	401,117	635,417
Bracebridge	—	33,000	263,331	15,000	—	—	311,331
Macaulay	—	—	—	—	—	—	—
Monck	23,000	22,748	—	—	—	—	45,748
Draper	26,300	—	—	—	—	33,000	59,300
Sub Total	49,300	55,748	263,331	15,000	—	33,000	416,379
Port Carling	8,500	11,500	8,998	10,000	—	—	38,998
Windermere	—	—	—	—	—	—	—
Watt	—	—	—	—	—	—	—
Port Sydney	—	4,300	—	—	—	—	4,300
Stephenson	—	—	—	—	—	—	—
Sub Total	8,500	15,800	8,998	10,000	—	—	43,298
Cardwell	—	—	—	—	—	—	—
Stisted	40,000	—	—	—	—	—	40,000
Sub Total	40,000	—	—	—	—	—	40,000
Total - Central	97,800	186,848	272,329	66,000	78,000	434,117	1,135,094
East:							
Huntsville	—	—	—	—	—	559,000	559,000
Chaffey	56,000	—	—	—	—	—	56,000
Brunel	—	—	—	—	—	—	—
Sub Total	56,000	—	—	—	—	559,000	615,000
Franklin	—	—	—	40,000	—	—	40,000
McLean	—	—	—	—	—	—	—
Ridout	—	—	—	43,500	—	—	43,500
Sub Total	—	—	—	83,500	—	—	83,500
Oakley	—	—	—	—	—	—	—
Total - East	56,000	—	—	83,500	—	559,000	698,500
West:							
Bala	—	20,000	—	—	—	—	20,000
Medora & Wood	—	—	—	—	—	—	—
Sub Total	—	20,000	—	—	—	—	20,000
Freeman	—	—	—	50,000	30,000	83,000	163,000
Total - West	—	20,000	—	50,000	30,000	83,000	183,000
TOTAL - DISTRICT	153,800	206,848	272,329	199,500	108,000	1,076,117	2,016,594

Source: Financial Statements of municipalities listed.

TABLE 92.

MUSKOKA AREA STUDY

1961 REVENUE

RAISED IN 1961													
	Taxation Revenue	% of Total	Grants and Payments in lieu of taxes	% of Total	Debt Charges Recoverable	% of Total	All Other Revenue	% of Total	Total	Prior Years Surplus	Deficit or Surplus	Total Revenue	
	\$	%	\$	%	\$	%	\$	%	\$	\$	\$	\$	
Central:													
Gravenhurst	246,997	78.0	37,675	11.9	3,680	1.2	28,295	8.9	316,647	—	—	316,647	
Muskoka	78,457	62.9	36,319	29.1	—	—	9,980	8.0	124,756	—	—	124,756	
Morrison	66,383	70.2	26,742	28.3	—	—	1,479	1.6	94,604	—	—	94,604	
Wade	15,401	56.7	10,818	39.8	—	—	931	3.4	27,150	—	—	27,150	
Sub Total	407,238	72.3	111,554	19.8	3,680	.7	40,685	7.2	563,157	—	—	563,157	
Bracebridge													
Macaulay	215,981	68.9	27,395	8.7	39,980	12.7	30,289	9.7	313,645	—	1,642	315,287	
Monck	27,804	49.7	22,503	40.2	2,353	4.2	3,279	5.9	55,939	—	—	55,939	
Draper	66,951	68.0	26,670	27.1	—	—	4,809	4.9	98,430	—	—	98,430	
Sub Total	25,902	54.9	19,185	40.7	1,339	2.8	739	1.6	47,165	2,427	1,267	50,859	
	336,638	65.3	95,753	18.6	43,672	8.5	39,116	7.6	515,179	2,427	2,909	520,515	
Port Carling													
Windermere	50,061	73.9	10,110	14.9	4,429	6.5	3,181	4.7	67,781	—	—	67,781	
Watt	8,764	83.0	1,301	12.3	—	—	493	4.7	10,558	—	—	10,558	
Port Sydney	45,384	62.1	25,876	35.4	—	—	1,874	2.6	73,134	—	—	73,134	
Stephenson	14,927	61.1	8,239	33.7	—	—	1,268	5.2	24,434	—	—	24,434	
Sub Total	30,230	57.9	20,111	38.5	—	—	1,912	3.7	52,253	—	—	52,253	
	149,366	65.5	65,637	28.8	4,429	1.9	8,728	3.8	228,160	—	—	228,160	
Cardwell													
Stisted	11,203	50.0	9,872	44.1	—	—	1,325	5.9	22,400	—	234	22,634	
Sub Total	19,217	44.7	15,137	35.2	576	1.3	8,028	18.7	42,958	—	—	42,958	
	30,420	46.5	25,009	38.3	576	.9	9,353	14.3	65,358	—	234	65,592	
Total: Central	923,662	67.3	297,953	21.7	52,357	3.8	97,882	7.1	1,371,854	2,427	3,143	1,377,424	
East:													
Huntsville													
Chaffey	276,628	72.0	55,199	14.4	9,809	2.6	42,709	11.1	384,345	—	11,737	396,082	
Drumel	100,623	70.8	36,970	26.0	1,149	.8	3,355	2.4	142,097	—	—	142,097	
Sub Total	36,500	53.4	28,645	41.9	1,159	1.7	1,992	2.9	68,296	—	4,318	72,614	
	413,751	69.6	120,814	20.3	12,117	2.0	48,056	8.1	594,738	—	19,355	614,093	
Franklin													
McLean	57,682	65.4	28,227	32.0	—	—	2,229	2.5	88,138	—	—	88,138	
Kidout	30,985	75.0	9,881	23.9	—	—	1,460	1.1	41,326	—	—	41,326	
Sub Total	25,321	65.9	12,866	33.5	—	—	225	.6	38,412	—	345	38,757	
	113,988	67.9	50,974	30.4	—	—	2,914	1.7	167,876	—	345	168,221	
Oakley													
Sub Total	20,348	72.9	6,862	24.6	—	—	710	2.5	27,920	—	—	27,920	
Total: East	548,087	69.3	178,650	22.6	12,117	1.5	51,680	6.5	790,534	—	19,730	810,264	
West:													
Bala													
Medora & Wood	76,213	71.5	13,698	12.9	11,130	10.4	5,481	5.1	106,522	—	1,784	108,306	
Sub Total	205,222	69.0	84,506	28.4	—	—	7,598	2.6	297,326	—	—	297,326	
	281,435	69.7	98,204	24.3	11,130	2.8	13,079	3.2	403,848	—	1,784	405,632	
Freeman													
Sub Total	46,652	66.6	16,782	24.0	—	—	6,583	9.4	70,017	—	—	70,017	
Total: West	328,087	69.2	114,986	24.3	11,130	2.3	19,662	4.1	473,865	—	1,784	475,649	
District Total	1,799,836	68.3	591,589	22.4	75,604	2.9	169,224	6.4	2,636,253	2,427	24,647	2,663,327	

1/ Includes education debt charges recoverable.

2/ Includes other recoverables, licences, fines, interest earned and miscellaneous revenue.

Source: Financial Statements of Municipalities.

TABLE 93.

MUSKOKA AREA STUDY

1966 REVENUE

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	Taxation		Grants and		Debt		All		Prior	Deficit	Total	Revenue
	Revenue	% of Total	Payments in lieu of taxes	% of Total	Charges Recoverable	% of Total	Other Revenue	% of Total	Years Surplus	or Year		
Central:												
Gravenhurst	335,168	83.3	43,472	10.8	3,840	1.0	19,878	4.9	--	--	402,358	402,358
Muskoka	151,615	57.7	93,970	35.8	840	.3	16,299	6.2	--	--	262,730	262,730
Norrison	85,528	49.4	73,315	42.3	--	--	14,404	8.3	--	4,005	173,307	177,912
Hyde	21,031	33.2	41,428	65.3	117	.2	850	1.3	14,513	--	63,426	77,939
Sub Total	593,342	65.8	252,191	28.0	4,797	.5	51,491	5.7	14,513	4,005	901,821	920,939
Bracebridge	312,851	70.2	35,591	8.0	47,791	10.7	49,578	11.1	--	--	445,811	445,811
Macaulay	32,696	55.3	23,303	39.4	1,306	2.2	1,829	3.1	3,000	1,352	59,134	63,486
Monck	104,786	73.2	34,545	24.2	--	--	3,735	2.6	--	--	143,066	143,066
Draper	39,680	45.9	44,391	51.4	1,455	1.7	840	1.0	1,212	--	86,366	87,578
Sub Total	490,013	66.7	137,830	18.8	50,552	6.9	55,982	7.6	4,212	1,352	734,377	739,941
Port Carling	88,165	78.0	17,593	15.6	4,523	4.0	2,709	2.4	--	--	112,990	112,990
Windsor	14,447	79.8	2,874	15.9	--	--	778	4.3	2,852	--	18,099	20,951
Watt	58,454	55.9	43,684	41.8	--	--	2,444	2.3	44,027	--	104,582	148,609
Port Sydney	18,717	77.2	4,039	16.7	--	--	1,501	6.1	--	--	24,257	24,257
Stephenson	41,076	49.9	37,059	45.0	--	--	4,228	5.1	4,868	1,608	82,363	88,839
Sub Total	220,859	64.5	105,249	30.8	4,523	1.3	11,660	3.4	51,747	1,608	342,291	395,646
Cardwell	14,555	42.1	18,957	54.8	--	--	1,070	3.1	--	1,850	34,582	36,432
Steisted	23,303	38.7	34,339	57.0	1,375	2.3	1,218	2.0	80	--	60,235	60,315
Sub Total	37,858	39.9	53,296	56.2	1,375	1.5	2,288	2.4	80	1,850	94,817	96,747
Total: Central	1,342,072	64.7	548,566	26.5	61,247	3.0	121,421	5.8	70,552	9,415	2,073,306	2,153,273
East:												
Huntsville	357,595	72.1	85,703	17.3	17,258	3.5	35,111	7.1	7,350	--	495,667	503,017
Chaffey	170,771	72.7	57,131	24.3	1,434	.6	5,582	2.4	26,000	--	234,918	260,918
Brunel	48,264	50.7	41,623	43.7	2,695	2.8	2,659	2.8	10,489	--	95,241	105,730
Sub Total	576,630	69.8	184,457	22.4	21,387	2.6	43,352	5.2	42,839	--	825,826	859,665
Franklin	83,934	57.2	58,705	40.0	--	--	4,195	2.8	--	--	145,934	146,934
Nelean	41,160	65.0	20,493	32.4	--	--	1,718	2.6	--	--	63,341	63,341
Ridout	34,628	63.1	15,632	28.4	2,334	4.2	2,332	4.3	--	--	54,967	54,967
Sub Total	159,722	60.2	94,830	35.8	2,334	.9	7,336	3.1	--	--	245,122	245,122
Oakley	25,215	57.0	18,376	41.5	--	--	451	1.5	8,127	--	44,242	52,377
Total: East	761,567	67.1	297,663	26.2	23,721	2.1	52,239	4.6	51,976	--	1,135,106	1,187,104
West:												
Bala	89,658	73.9	12,939	10.7	10,690	8.8	7,958	6.6	11,000	585	121,245	138,320
Kedora & Wood	313,311	69.4	122,260	27.1	--	--	16,184	3.5	17,000	--	451,755	466,439
Sub Total	402,969	70.3	135,199	23.6	10,690	1.9	24,142	4.2	21,174	585	573,000	604,759
Freeman	60,087	66.6	19,007	21.1	3,818	4.2	7,329	8.1	8,000	--	90,241	98,829
Total: West	463,056	69.8	154,206	23.3	14,508	2.2	31,471	4.7	30,712	585	663,241	703,583
District Total	2,566,695	66.4	1,000,435	25.9	99,476	2.6	199,927	5.1	12,306	10,000	3,866,593	4,038,863

1/ Includes education debt charges recoverable.

2/ Includes other recoverables, licences, fines, interest earned and miscellaneous revenue.

3/ \$5,164 eliminated to avoid double accounting of fire charges included in Other recoverables.

MUSKOKA AREA STUDY

FEDERAL AND PROVINCIAL GRANTS AND PAYMENTS IN LIEU OF TAXES - 1961

Municipality	General Government	Pro-tection	Public Works Sanitation and Waste	Health	Welfare	Recreation and Community Service	Sundry	Sub Total	Pro-vincial Capital & Other	Pro-vincial Pay-	Pro-vincial	Port-union
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Central:												
Gravenhurst	—	1,477	14,139	514	13,935	—	—	30,065	6,329	396	3,790	—
Muskoka	—	202	25,667	615	5,135	—	—	31,619	2,640	1,732	1,55,961	—
Morrison	—	44	20,869	—	4,176	—	—	25,089	1,512	141	16,000	—
Ryde	—	—	7,523	—	2,905	—	—	10,428	390	—	10,000	—
Sub Total	—	1,723	68,198	1,129	26,151	—	—	97,201	10,871	5,229	110,361	1,533
Bracebridge	—	233	7,831	636	2,513	1,877	—	13,090	5,945	2,488	21,523	9,872
Macaulay	—	18	16,334	138	3,393	—	13	19,896	1,448	1,157	22,350	—
Monck	—	131	22,094	356	1,838	—	—	24,419	2,210	10	26,639	31
Draper	—	25	16,885	199	1,158	—	—	18,267	918	—	19,185	—
Sub Total	—	407	63,144	1,329	8,902	1,877	13	75,672	10,521	3,657	99,890	5,903
Port Carling	—	24	7,131	—	951	800	—	8,906	1,020	124	10,110	—
Windsor	—	—	999	—	—	—	—	999	302	—	1,301	—
Watt	—	51	24,315	—	127	—	—	24,493	1,232	151	25,876	—
Port Sydney	—	—	7,594	—	—	275	—	7,869	370	—	8,239	—
Stephenson	—	39	17,342	204	965	—	—	18,550	1,550	11	20,111	—
Sub Total	—	114	57,381	204	2,043	1,075	—	60,817	4,472	345	65,637	—
Cardwell	—	57	9,340	87	78	—	—	9,562	310	—	9,872	—
Stisted	—	22	12,120	726	1,655	—	—	14,523	614	—	15,137	—
Sub Total	—	79	21,460	813	1,733	—	—	24,085	924	—	26,009	—
Total - Central	—	2,323	210,183	3,475	38,829	2,952	13	257,775	20,790	—	—	—
East:												
Huntsville	—	1,626	28,891	2,315	6,858	3,188	—	42,878	6,901	—	—	—
Chaffey	—	32	20,780	1,216	6,537	—	—	28,565	4,470	—	—	—
Brunel	—	73	20,738	1,066	4,773	—	—	26,650	1,902	—	—	—
Sub Total	—	1,731	70,409	4,597	18,168	3,188	—	98,093	13,273	—	—	—
Franklin	—	3	25,018	—	1,654	—	—	26,676	1,434	—	—	—
McLean	—	—	8,750	—	209	—	—	8,959	922	—	—	—
Ridout	—	44	12,454	—	—	—	—	12,498	368	—	—	—
Sub Total	—	47	46,222	—	1,863	—	—	48,132	2,724	—	—	—
Oakley	—	—	6,500	—	—	—	—	6,500	368	—	—	—
Total - East	—	1,778	123,131	4,597	20,031	3,188	—	152,725	16,359	4,721	177,805	—
West:												
Bala	—	601	8,125	—	1,377	—	—	10,103	1,241	2,354	13,700	—
Medora & Wood	—	—	73,573	381	3,853	3,165	—	80,972	2,366	1,168	84,506	—
Sub Total	—	601	81,698	381	5,230	3,165	—	91,075	3,607	3,522	98,104	—
Freeman	—	119	9,798 2/	264	2,312	189	—	12,682	1,940	10	—	—
Total - West	—	720	91,496 2/	645	7,542	3,354	—	103,757	5,547	4,682	114,081	—
TOTAL - DISTRICT	—	4,821	424,810 2/	8,717	66,402	9,494	13	514,257	48,646	10,155	597,058	14,533

1/ It is believed that these amounts include only payments-in-lieu of taxes but it is possible that other grants from the Federal Government have been included although payment was made through the Province.

2/ Includes \$1,590 identified as Sanitation and Waste Removal.

Source: Financial Statements of municipalities listed.

TABLE 95.

MUSKOKA AREA STUDY

FEDERAL AND PROVINCIAL GRANTS AND PAYMENTS- IN-LIEU OF TAXES - 1966

Municipality	General Government	Pro-tection	Public Works, Sanitation and Waste	Health	Welfare	Recreation and Community Service	Sundry	Sub Total	Prov- incial Per Capita & Other	Prov- incial Pay- in-lieu	Prov- incial Total	Dom- inion Pay- in-lieu	Total All Grants
Central:													
Gravenhurst	—	1,990	20,987	—	12,063	—	—	35,040	6,424	252	41,716	1,756	43,472
Muskoka	30,789	189	47,938	1,011	3,177	3,002	—	86,106	3,002	4,868	93,976	—	93,976
Morrison	17	477	48,400	660	22,155	—	—	71,709	1,606	—	73,315	—	73,315
Ryde	—	62	39,947	—	1,007	—	—	41,016	412	—	41,428	—	41,428
Sub Total	30,806	2,718	157,272	1,671	38,402	3,002	—	233,871	11,444	5,120	250,435	1,756	252,191
Bracebridge	—	216	14,015	—	3,503	1,000	—	18,734	6,098	3,841	28,673	6,918	35,591
Macaulay	836	44	15,804	—	2,800	—	—	19,484	1,672	1,235	22,391	912	23,303
Monck	—	187	29,980	—	1,858	—	—	32,025	2,422	65	34,512	33	34,545
Draper	—	20	40,927	344	1,194	770	—	43,255	1,136	—	44,391	—	44,391
Sub Total	836	467	100,726	344	9,355	1,770	—	113,498	11,328	5,141	129,967	7,863	137,830
Port Carling	—	59	15,070	89	—	850	—	16,068	1,058	301	17,427	166	17,593
Windermere	—	—	2,600	—	—	—	—	2,600	274	—	2,874	—	2,874
Watt	—	110	40,706	—	1,383	—	—	42,199	1,322	163	43,684	—	43,684
Port Sydney	—	—	3,655	—	—	—	—	3,655	384	—	4,039	—	4,039
Stephenson	1,634	74	32,507	42	1,082	—	—	35,339	1,634	7	36,980	79	37,059
Sub Total	1,634	243	94,538	131	2,465	850	—	99,861	4,672	471	105,004	245	105,249
Cardwell	—	—	18,712	—	—	—	—	18,712	242	3	18,957	—	18,957
Stisted	—	168	32,408	570	663	—	—	33,809	530	—	34,339	—	34,339
Sub Total	—	168	51,120	570	663	—	—	52,521	772	3	53,296	—	53,296
Total - Central East:	33,276	3,596	403,656	2,716	50,885	5,622	—	499,751	28,216	10,735	538,702	9,864	548,566
Huntsville	—	1,463	41,869	1,009	8,159	14,192	—	66,692	6,689	261	73,642	12,061	85,703
Chaffey	—	96	41,128	856	5,884	—	—	47,964	5,025	4,142	57,131	—	57,131
Brunei	—	167	31,501	955	6,661	—	—	39,284	2,110	229	41,623	—	41,623
Sub Total	—	1,726	114,498	2,820	20,704	14,192	—	153,940	13,824	4,632	172,396	12,061	184,457
Franklin	—	81	57,095	—	7	—	—	57,183	1,412	110	58,705	—	58,705
McLean	—	43	18,618	—	883	—	—	19,544	874	75	20,493	—	20,493
Ridout	—	16	14,831	—	70	—	—	14,917	458	257	15,632	—	15,632
Sub Total	—	140	90,544	—	960	—	—	91,644	2,744	442	94,830	—	94,830
Oakley	—	—	17,737	—	283	—	—	18,020	356	—	18,376	—	18,376
Total - East	—	1,866	222,779	2,820	21,947	14,192	—	263,604	16,924	5,074	285,602	12,061	297,663
West:													
Bala	—	256	10,134	—	74	—	—	10,464	1,402	1,073	12,939	—	12,939
Medora & Wood	—	326	112,750	152	5,091	—	—	118,319	2,786	911	122,016	244	122,260
Sub Total	—	582	122,884	152	5,165	—	—	128,783	4,188	1,984	134,955	244	135,199
Freeman	—	379	14,354	394	234	1,439	—	16,800	1,966	241	19,007	—	19,007
Total - West	—	961	137,238	546	5,399	1,439	—	145,583	6,154	2,225	153,962	244	154,206
TOTAL - DISTRICT	33,276	6,423	763,673	6,082	78,231	21,253	—	908,938	51,294	18,034	978,266	22,169	1,000,435

1/ It is believed that these amounts include only payments-in-lieu of taxes but it is possible that other grants from the Federal Government have been included, although payment was made through the Province.
Source: Financial Statement of municipalities listed.

TABLE 96.

MUSKOKA AREA STUDY

MUNICIPAL AND SCHOOL TAXATION - 1961 and 1966

Municipality	TOTAL TAXATION				MUNICIPAL TAXATION				SCHOOL TAXATION			
	Amount		Per \$1,000 of Equalized Taxable Assessment		Amount		Per \$1,000 of Equalized Taxable Assessment		Amount		Per \$1,000 of Equalized Taxable Assessment	
	1961	1966	1961	1966	1961	1966	1961	1966	1961	1966	1961	1966
Central:												
Gravenhurst	246,997	335,168	73.50	75.09	108,548	175,659	32.30	39.35	138,449	159,509	41.20	35.74
Muskoka	78,457	151,615	31.89	36.15	39,523	64,285	16.06	15.33	38,934	87,330	15.82	20.82
Morrison	66,383	85,528	35.95	36.11	51,197	49,978	27.72	21.10	15,186	35,550	8.22	15.61
Ryde	15,401	21,031	53.29	53.03	11,743	16,155	40.63	40.74	3,658	4,876	12.66	12.30
Sub Total	407,238	593,342	51.18	51.94	211,011	306,077	26.52	26.79	196,227	287,265	24.66	25.15
Bracebridge	215,981	312,851	60.56	73.81	99,673	172,435	27.95	40.68	116,308	140,416	32.61	33.13
Macanlay	27,804	32,696	32.84	35.14	19,400	22,655	22.92	24.35	8,404	10,041	9.93	10.79
Monck	66,951	104,786	24.88	31.93	34,158	60,758	12.69	18.51	32,793	44,028	12.19	13.42
Draper	25,902	39,680	43.05	54.84	17,031	25,451	28.30	35.18	8,871	14,229	14.71	19.67
Sub Total	336,638	490,013	43.69	53.41	170,262	281,209	22.10	30.66	166,376	208,711	21.59	22.75
Port Carling	50,061	88,165	48.32	51.43	30,801	60,514	30.51	39.09	10,167	10,621	6.01	11.41
Wenderness	8,764	14,447	29.42	34.18	5,229	8,792	17.55	20.80	2,535	5,455	11.24	13.38
Matt	45,384	58,454	34.55	32.80	28,992	36,842	22.07	20.67	16,386	21,612	12.17	10.10
Port Sydney	14,927	18,717	39.56	10.90	10,519	13,787	27.87	8.03	4,408	4,930	11.68	2.87
Stephenson	30,230	41,076	23.36	29.21	14,888	24,216	11.50	17.22	15,342	16,860	11.24	11.90
Sub Total	149,366	220,859	34.58	31.36	99,528	152,181	23.04	21.61	49,838	68,678	11.54	9.75
Carleton Place	11,203	14,555	43.85	37.82	10,517	8,863	41.16	23.03	686	5,492	2.68	14.79
Stisted	19,217	23,303	58.81	51.79	11,530	14,783	35.28	32.86	7,687	8,520	23.52	18.61
Sub Total	30,420	37,858	52.24	45.35	22,047	23,646	37.86	28.33	8,373	14,212	14.38	17.02
Total - Central East:	923,662	1,342,072	44.92	47.13	502,848	763,203	24.45	26.80	420,814	578,869	20.45	20.33
Huntsville	276,628	357,595	67.46	80.36	136,041	180,154	33.17	40.18	140,587	177,111	34.23	36.21
Chaffey	100,623	170,771	46.40	59.31	38,318	46,206	17.67	16.08	62,505	124,475	22.73	43.23
Brunel	36,500	48,264	36.77	40.78	19,038	33,434	19.18	28.25	17,462	14,830	17.59	12.53
Sub Total	413,751	576,630	56.98	67.74	193,397	259,884	26.63	30.53	220,554	316,716	30.31	37.21
Franklin	57,682	83,934	35.22	43.27	30,238	45,641	15.17	22.53	27,111	30,009	14.74	10.79
McLean	30,985	41,160	40.07	42.48	20,781	31,326	24.28	22.11	10,000	10,000	10.00	10.00
Ridout	25,321	34,628	37.37	39.94	16,962	23,687	25.03	27.11	10,000	10,000	10.00	10.00
Sub Total	113,988	159,722	36.91	42.30	67,984	100,654	22.01	26.66	44,000	50,000	14.00	15.64
Oakley	20,348	25,215	51.08	54.98	12,615	17,228	31.67	37.57	7,732	7,987	10.11	17.12
Total - East	548,087	761,567	50.99	59.75	273,995	377,766	25.49	28.11	140,000	140,000	14.00	14.00
West:												
Bala	76,213	89,658	57.51	41.24	57,614	71,188	43.47	30.11	10,000	10,000	10.00	10.00
Medora & Wood	205,222	313,311	36.44	45.64	131,114	213,768	23.28	30.11	10,000	10,000	10.00	10.00
Sub Total	281,435	402,969	40.45	44.58	138,728	284,956	27.13	30.11	10,000	10,000	10.00	10.00
Freeman	46,653	60,087	78.12	75.37	20,641	30,299	34.57	30.11	10,000	10,000	10.00	10.00
Total - West	328,088	463,056	43.43	47.07	209,369	315,255	27.71	30.11	10,000	10,000	10.00	10.00
TOTAL - DISTRICT	1,799,837	2,566,695	46.31	50.27	986,213	1,456,224	25.37	28.11	420,814	578,869	20.45	20.33

Source: Financial Statements of municipalities listed.

PROVINCIAL GRANTS AS A PROPORTION OF TOTAL MUNICIPAL REVENUE

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Municipality	EXCLUDING EDUCATION - 1964				EXCLUDING EDUCATION - 1966				INCLUDING EDUCATION - 1966			
	Provincial Grants for Municipal Purposes	Municipal Revenue Excluding Education 1/	Provincial Grants as Percent of Municipal Revenue	Provincial Grants for Municipal Purposes	Municipal Revenue Excluding Education 1/	Provincial Grants as Percent of Municipal Revenue	Provincial Grants for Municipal Purposes	Provincial Grants as Percent of Municipal Revenue	Provincial Grants for Municipal Purposes	Municipal Revenue Excluding Education 1/	Provincial Grants as Percent of Municipal Revenue	Provincial Grants for Municipal Purposes
Central:												
Grayshur:	36,750	173,198	20.6	41,716	242,849	17.2	41,716	17.2	344,901	714,759	43.2	344,901
Muskoka	35,994	85,822	41.9	93,976	175,400	53.6	93,976	53.6	169,796	339,143	50.1	169,796
Morrison	26,742	79,418	33.7	73,315	137,757	53.2	73,315	53.2	101,503	200,104	50.7	101,503
Ryde	10,813	23,492	46.0	41,428	58,550	70.8	41,428	70.8	59,368	71,408	72.9	59,368
Sub Total	110,301	366,930	30.1	250,435	614,556	40.8	250,435	40.8	675,268	1,335,414	50.6	675,268
Bracebridge	21,523	197,337	10.9	28,673	305,395	9.4	28,673	9.4	232,451	1,034,670	22.5	232,451
Macaulay	22,503	47,535	47.3	22,391	49,093	45.6	22,391	45.6	65,499	102,816	63.7	65,499
Monck	26,639	65,637	40.6	34,512	99,037	34.8	34,512	34.8	77,622	184,192	41.8	77,622
Draper	19,183	33,294	50.1	44,391	72,157	61.5	44,391	61.5	79,797	124,319	64.2	79,797
Sub Total	89,185	348,803	25.8	129,967	525,662	57.6	129,967	57.6	454,769	1,443,597	31.5	454,769
Port Carling	10,110	57,614	17.5	17,427	93,369	18.7	17,427	18.7	27,333	123,167	22.2	27,333
Windsor	1,301	7,023	18.5	2,874	12,444	23.1	2,874	23.1	7,847	23,199	33.8	7,847
Watt	25,876	56,748	45.6	43,684	82,370	52.7	43,684	52.7	62,794	124,298	50.5	62,794
Port Sydney	8,239	20,026	41.1	4,039	25,343	16.1	4,039	16.1	17,730	44,984	39.4	17,730
Stephenson	20,111	36,911	54.5	36,980	65,503	56.5	36,980	56.5	76,130	122,529	62.1	76,130
Sub Total	65,637	178,322	36.8	105,004	279,329	37.6	105,004	37.6	191,834	433,177	43.8	191,834
Cardwell	9,872	21,714	45.5	18,957	28,850	65.6	18,957	65.6	24,368	40,609	60.0	24,368
Stisted	15,137	35,271	42.9	34,339	51,715	66.4	34,339	66.4	60,130	86,609	69.4	60,130
Sub Total	25,009	56,985	43.9	53,296	80,605	66.1	53,296	66.1	84,498	127,218	66.4	84,498
Total - Central	290,797	951,040	30.6	538,702	1,500,152	35.9	538,702	35.9	1,406,369	3,346,806	42.0	1,406,369
East:												
Huntsville	49,354	243,758	20.5	73,642	318,226	23.1	73,642	23.1	252,007	902,426	27.9	252,007
Chaffey	36,970	79,792	46.3	57,131	110,443	51.7	57,131	51.7	328,363	508,334	64.6	328,363
Brunel	28,645	50,834	56.4	41,623	80,411	51.8	41,623	51.8	123,046	182,673	67.4	123,046
Sub Total	115,469	374,384	30.8	172,396	509,080	33.9	172,396	33.9	703,416	1,593,433	44.1	703,416
Franklin	28,227	50,695	46.5	58,705	108,541	54.1	58,705	54.1	94,180	182,861	51.5	94,180
McLean	9,881	31,125	31.7	20,493	53,487	38.3	20,493	38.3	34,553	77,952	44.3	34,553
Ridout	12,866	30,054	42.8	15,632	44,026	35.5	15,632	35.5	29,870	71,163	42.0	29,870
Sub Total	50,974	121,874	41.8	94,830	206,054	46.0	94,830	46.0	158,603	331,981	47.8	158,603
Oakley	6,862	20,188	34.0	18,376	36,255	50.7	18,376	50.7	36,331	62,194	58.4	36,331
Total - East	173,305	516,446	33.6	285,602	751,389	38.0	285,602	38.0	898,350	1,987,608	45.2	898,350
West:												
Bala	13,698	87,923	15.6	12,939	102,775	12.6	12,939	12.6	22,962	132,926	17.3	22,962
Medora & Wood	84,506	223,218	37.9	122,016	352,212	34.6	122,016	34.6	175,464	512,986	34.2	175,464
Sub Total	98,204	311,141	31.6	134,955	454,987	29.7	134,955	29.7	198,426	645,912	30.7	198,426
Freeman	14,782	44,005	33.6	19,007	60,453	31.4	19,007	31.4	85,501	172,446	49.6	85,501
Total - West	112,986	355,146	31.8	153,962	515,440	29.9	153,962	29.9	283,927	818,358	34.7	283,927
TOTAL - DISTRICT	577,088	1,822,632	31.7	978,266	2,766,981	39.7	978,266	39.7	2,528,646	6,157,772	42.1	2,528,646

Source: Financial Statements of municipalities listed.

1/ Includes as Revenue, Education Debt Charges Recoverable.

2/ Does not include fees paid by the Province for pupils resident in unorganized territory.

TABLE 98.

MUSKOKA AREA REVIEW

GROSS EXPENDITURE PER CAPITA - 1961

	General Government	Protection to Persons & Property	Public Works Sanitation & Waste Removal	Leisure	Public Welfare	Transportation	Other
Central:							
Gravenhurst	8.00	10.95	15.13	1.19	7.54	7.97	54.43
Muskoka	9.17	.73	34.45	1.29	11.84	--	58.82
Morrison	10.32	.69	44.83	--	37.84	.44	100.38
Ryde	18.69	.46	55.61	.88	21.40	--	106.05
Sub Total	8.97	6.67	25.40	1.03	13.42	2.38	63.86
Bracebridge	11.23	10.34	13.93	1.82	2.84	10.70	67.20
Macaulay	6.21	1.13	31.48	.98	10.35	--	56.59
Nonck	6.06	1.57	31.68	.82	3.73	4.45	51.08
Draper	8.71	2.16	54.95	7.19	4.29	--	82.64
Sub Total	9.11	6.28	24.18	1.96	4.29	6.75	63.44
Port Carling	12.65	18.10	41.15	2.23	5.16	16.43	107.45
Wendmere	13.57	14.77	24.91	1.33	.53	1.97	58.16
Watt	10.94	.17	66.11	1.05	16.34	1.18	96.59
Port Sydney	8.20	3.11	70.89	--	--	4.13	89.84
Stephenson	7.31	.13	32.11	1.08	12.95	.58	55.03
Sub Total	9.91	5.28	46.15	1.26	10.29	4.68	81.18
Cardwell	28.84	1.38	147.13	1.40	11.46	1.54	145.21
Stisted	13.64	.40	71.09	3.90	12.35	.51	102.16
Sub Total	18.35	.70	94.64	3.13	12.07	.93	130.85
TOTAL CENTRAL	9.42	6.13	30.04	1.50	9.15	4.50	68.22
East:							
Huntsville	11.22	11.17	33.43	1.73	5.44	7.38	100.24
Chaffey	4.41	.61	14.30	1.36	8.10	.43	29.29
Prinzel	4.34	.49	33.90	2.33	10.35	.43	55.95
Sub Total	7.67	5.65	26.52	1.69	7.18	7.76	2.89
Franklin	14.18	3.09	55.59	.62	8.66	.52	1.62
Clean	11.35	5.53	30.51	.59	--	1.21	1.21
Midont	22.84	1.85	110.32	4.67	12.70	3.61	2.82
Sub Total	14.71	3.70	58.03	1.21	9.26	3.17	94.04
Oakley	12.04	--	54.20	1.37	14.70	--	12.7
Total East	8.90	5.21	32.23	1.60	7.23	2.50	2.05
West:							
Vala	29.04	28.61	60.03	1.94	14.28	13.45	49.70
Bedora & Wood	19.81	5.60	106.70	2.42	9.48	4.03	7.0
Sub Total	22.10	11.29	95.38	2.30	10.54	6.12	12.82
Freeman	5.17	7.76	13.41	.71	7.23	--	5.2
Total West	16.09	8.26	67.07	1.76	9.15	5.74	11.07
DISTRICT TOTAL	10.04	6.08	35.23	1.57	8.65	4.70	72.42

TABLE 99.

MUSKOKA AREA STUDY
GROSS EXPENDITURES PER CAPITA - 1966

	General Government	Protection to Persons & Property	Public Works Sanitation & Waste Removal	Health	Public Welfare	Recreation & Community Service	Sundry	Total Calculated
Central:								
Gravenhurst	15.55	14.64	16.37	2.69	9.56	5.72	6.33	70.86
Muskoka	44.12	2.31	43.07	5.15	6.23	1.83	3.14	105.85
Morrison	17.57	3.26	110.15	2.19	43.02	.57	6.71	183.46
Ryde	23.05	.17	289.30	--	16.92	--	8.57	338.02
Sub Total	23.98	9.28	44.44	3.23	13.26	3.79	5.56	103.53
Bracebridge	14.23	14.68	29.82	1.09	4.24	11.55	24.25	99.87
Macaulay	5.75	1.93	30.87	1.49	13.74	.24	9.39	63.12
Monck	12.67	3.48	46.83	4.47	9.13	2.45	1.03	80.06
Draper	10.91	1.80	97.69	1.86	6.83	2.14	5.52	126.76
Sub Total	12.31	9.08	40.37	1.95	6.96	6.98	15.16	92.83
Port Carling	28.11	24.22	59.46	4.91	7.98	16.68	25.72	167.09
Wendermere	16.84	12.63	40.61	6.77	6.57	6.27	26.68	116.37
Watt	17.14	2.33	122.62	2.82	7.87	1.46	26.47	182.70
Port Sydney	23.10	12.09	41.14	--	5.59	7.78	1.93	91.64
Stephenson	7.50	.59	66.73	2.52	6.41	2.53	3.79	90.09
Sub Total	16.89	8.58	74.91	3.19	7.09	6.48	16.30	133.44
Cardwell	38.34	5.40	228.82	1.43	2.17	--	10.73	286.90
Stisted	13.89	2.01	189.67	2.02	7.97	.81	.38	221.76
Sub Total	20.27	3.13	202.52	1.83	6.07	.55	3.73	33.13
Total Central	18.21	8.96	51.12	2.68	9.60	5.42	11.95	107.04
East:								
Huntsville	14.04	13.70	35.71	2.21	7.93	14.12	9.87	97.58
Chaffey	6.29	1.09	25.44	1.99	5.92	.74	10.43	51.90
Brunel	8.46	1.13	44.71	2.69	11.38	1.05	5.17	74.59
Sub Total	10.23	6.96	33.18	2.20	7.70	7.01	9.36	76.64
Franklin	15.10	1.45	126.52	2.97	5.14	.65	2.07	153.89
McLean	27.85	5.87	81.38	.15	4.71	7.12	.84	127.92
Ridout	51.77	10.59	186.47	7.51	10.98	3.85	--	271.17
Sub Total	23.28	3.89	118.73	2.57	5.65	3.08	1.45	158.64
Oakley	24.67	--	171.59	2.45	3.93	--	5.93	208.63
Total East	12.41	6.38	48.35	2.26	7.32	6.30	8.14	91.16
West:								
Bala	36.32	37.25	57.92	9.16	7.73	18.59	84.16	251.13
Madora & Wood	33.97	22.97	171.70	5.42	22.53	3.22	15.77	275.58
Sub Total	34.62	26.89	140.45	6.45	18.47	7.44	34.55	248.86
Brooman	10.00	6.51	25.45	2.10	1.70	15.40	5.66	66.80
Total West	26.06	19.80	100.46	4.93	12.64	10.21	24.51	193.60
District Total	17.17	9.08	55.53	2.78	9.19	6.72	11.95	111.52

Source: Based on previous tables.

TABLE 100.

MUSKOKA AREA STUDY

GROSS EXPENDITURE PER \$100 EVALUATED ASSETS - 1961

	General Government	Protection to Persons & Property	Public Works Sanitation & Waste Removal	Health	Public Works	Recreation & Community Improvement	
Central: Gravenhurst							
Muskoka	7.58	1.35	14.30	1.13	1.13	3.75	7.23
Morrison	4.85	.38	18.20	.68	6.26	-	.70
Ryde	4.40	.29	19.12	-	16.14	.19	42.83
Sub Total	11.84	.29	35.21	.56	13.55	-	5.70
	6.14	4.57	17.39	.71	9.19	1.63	43.72
Bracebridge							
Macaulay	9.35	8.61	11.60	1.52	2.37	8.91	13.60
Monck	6.05	1.11	30.70	.95	10.09	-	6.29
Draper	2.74	.71	14.33	.37	1.69	2.01	1.25
Sub Total	7.19	1.79	45.37	5.93	3.54	-	4.40
	6.51	4.49	17.29	1.40	3.07	4.83	7.77
Port Carling							
Windermere	6.01	8.59	19.54	1.06	2.45	7.80	5.57
Matt	5.37	5.85	9.86	.53	.21	.43	.78
Port Sydney	4.79	.07	28.93	.46	7.15	.52	42.27
Stonhenson	4.05	1.53	34.98	-	-	2.04	1.73
Sub Total	4.47	.07	19.63	.66	7.91	.35	.53
	4.96	2.64	23.10	.63	5.15	2.34	1.81
Cardwell							
Stisted	12.28	.59	62.64	.60	4.88	.79	1.17
Sub Total	10.13	.30	57.83	2.90	9.17	.43	.20
TOTAL CENTRAL	11.08	.43	57.14	1.89	7.29	.63	4.39
	6.17	4.02	19.68	.98	5.99	2.95	1.81
East:							
Huntsville	8.54	8.50	25.43	1.32	4.14	5.61	4.09
Chaffey	4.83	.67	15.68	1.48	8.88	.47	.31
Arundel	4.43	.50	34.59	2.38	10.56	.43	1.40
Sub Total	6.87	5.07	23.77	1.51	6.43	3.37	2.59
Franklin	5.89	1.28	23.53	.26	3.60	.22	.67
McLean	6.45	3.01	19.88	.32	4.69	3.78	.84
Ridout	6.47	.52	31.24	1.32	3.62	1.02	1.08
Sub Total	6.16	1.55	24.31	.51	3.88	1.29	.51
Oakley	5.20	-	23.42	.59	6.35	-	5.49
Total East	6.61	3.87	23.92	1.19	5.70	2.44	2.19
West:							
Bala	10.02	9.87	21.02	.67	6.75	4.80	19.14
Medora & Wood	4.89	1.38	26.33	.60	2.74	1.00	1.41
Sub Total	5.87	3.00	28.32	.61	2.80	1.82	4.73
Freeman	8.81	4.70	31.02	1.34	10.73	8.63	2.30
Total West	6.10	3.13	25.77	.67	3.43	2.13	4.82
DISTRICT TOTAL	6.28	3.81	22.03	.98	5.41	2.71	4.08
							45.30

TABLE 101.

MUSKOKA AREA STUDY

GROSS EXPENDITURE PER \$1,000 OF EQUALIZED TAXABLE ASSESSMENT - 1966

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Municipality	General Government	Protection to Persons & Property	Public Works Sanitation & Waste Removal	Health	Public Welfare	Recreation & Community Service	Sundry	Total
	\$	\$	\$	\$	\$	\$	\$	\$
Central:								
Gravenhurst	15.52	10.85	12.12	2.00	7.09	4.24	4.69	52.50
Muskoka	17.26	.90	16.85	2.01	2.44	.72	1.23	41.42
Morrison	5.76	1.07	36.10	.72	14.10	.19	2.20	60.12
Ryde	10.45	.08	131.17	—	7.67	—	3.89	153.26
Sub Total	12.40	4.79	22.97	1.67	6.85	1.96	2.87	53.51
Bracebridge	10.22	10.54	21.42	.79	3.04	8.30	17.41	71.72
Macaulay	5.22	1.75	27.98	1.35	12.46	.22	8.24	57.21
Monck	4.68	1.29	17.31	1.65	3.37	.90	.38	29.59
Draper	8.48	1.40	75.97	1.45	5.31	1.67	4.29	98.57
Sub Total	7.60	5.62	24.92	1.21	4.29	4.31	9.36	57.30
Port Carling	8.99	7.74	19.01	1.57	2.55	5.33	8.22	53.42
Wendermere	4.42	3.31	10.66	1.78	1.72	1.65	7.00	30.54
Watt	5.12	.70	36.61	.84	2.35	.44	8.50	54.54
Port Sydney	2.62	1.37	4.67	—	.63	.88	.22	10.40
Stephenson	4.26	.34	37.88	1.43	3.64	1.44	2.16	51.13
Sub Total	5.24	2.66	23.23	.99	2.20	2.01	5.06	41.38
Cardwell	10.46	1.47	62.41	.39	.59	—	2.93	78.24
Stisted	9.02	.96	90.62	.97	3.81	.39	.18	105.95
Sub Total	9.69	1.20	77.61	.70	2.32	.21	1.45	93.18
Total - Central	9.00	4.43	25.26	1.32	4.75	2.68	5.46	52.89
East:								
Huntsville	9.85	9.61	25.05	1.55	5.56	9.91	6.92	68.46
Chaffey	5.59	.96	22.59	1.77	5.26	.65	9.26	46.09
Brunel	7.37	.99	38.97	2.34	9.92	.92	4.50	65.01
Sub Total	8.06	5.49	26.16	1.74	6.07	5.53	7.38	60.41
Franklin	5.15	.49	43.17	1.01	1.75	.22	.71	52.51
McLean	10.75	2.27	31.41	.06	1.82	2.75	.33	49.37
Ridout	7.76	1.59	27.96	1.13	1.65	.58	—	40.66
Sub Total	7.19	1.20	36.66	.79	1.74	.95	.45	48.99
Oakley	8.60	—	59.81	.85	1.37	—	2.08	72.72
Total - East	7.82	4.02	30.48	1.42	4.62	3.97	5.13	57.47
West:								
Bala	7.97	8.17	12.71	2.01	1.70	4.08	18.46	55.10
Medora & Wood	6.23	4.22	31.51	1.00	4.14	.59	2.90	50.58
Sub Total	6.65	5.16	26.99	1.24	3.55	1.43	6.64	51.67
Freemur	11.62	7.56	29.56	2.43	1.97	17.89	6.58	77.62
Total - West	7.05	5.36	27.20	1.34	3.42	2.76	6.63	53.77
TOTAL- DISTRICT	8.33	4.40	26.94	1.35	4.46	3.02	5.61	54.10

Source: Financial Statements of municipalities listed.

Note: Because equalized taxable assessment for 1966 is not comparable to that of 1961, assessment for 1966 taxes has been equalized with the 1964 factor.

TABLE 102.

MUSKOKA AREA STUDY

PERCENTAGE DISTRIBUTION OF GROSS TOTAL EXPENDITURE BY FUNCTION - 1961

	General Government	Protection to Persons & Property	Public Works Sanitation & Waste Removal	Health	Public Welfare	Education & Community Services	Unassigned	Total
Central: Gravenhurst								
Muskoka	14.7	20.1	27.8	2.2	13.9	7.3	74.1	100.0
Morrison	15.6	1.2	58.6	2.2	20.1	--	2.3	100.0
Rvde	10.3	.7	44.7	--	37.7	.4	6.2	100.0
Sub Total	17.6	.4	52.4	.8	20.2	--	8.5	100.0
	14.1	10.5	39.8	1.6	21.0	3.7	9.4	100.0
Bracebridge	16.7	15.4	20.7	2.7	4.2	15.9	24.3	100.0
Macaulay	11.0	2.0	55.6	1.7	18.3	--	11.4	100.0
Monck	11.9	3.1	62.0	1.6	7.3	8.7	5.4	100.0
Draper	10.5	2.6	66.5	8.7	5.2	--	6.4	100.0
Sub Total	14.4	9.9	38.1	3.1	6.8	10.6	17.1	100.0
Port Carling	11.8	16.8	38.3	2.1	4.8	15.3	10.0	100.0
Wendermere	23.3	25.4	42.8	2.3	.9	1.9	3.1	100.0
Watt	11.3	.2	68.4	1.1	16.9	1.2	.8	100.0
Port Sydney	9.1	3.5	78.9	--	--	4.6	3.9	100.0
Stephenson	13.3	.2	58.3	2.0	23.5	1.1	1.6	100.0
Sub Total	12.2	6.5	56.9	1.5	12.7	5.8	4.5	100.0
Cardwell	14.8	.7	75.5	.7	5.9	.9	1.4	100.0
Stisted	13.3	.4	69.6	3.8	12.1	.5	.2	100.0
Sub Total	14.0	.5	72.3	2.4	9.2	.7	.8	100.0
Total Central	13.8	9.0	44.0	2.2	13.4	6.6	11.0	100.0
East:								
Huntsville	14.8	14.7	44.1	2.3	7.2	9.7	7.1	100.0
Chaffey	15.0	2.1	48.5	4.6	27.5	1.4	1.0	100.0
Brunel	8.2	.9	63.7	4.4	19.5	.8	2.4	100.0
Sub Total	13.8	10.2	47.9	3.1	13.0	6.8	6.2	100.0
Franklin	16.6	3.6	66.4	.7	10.2	.6	1.3	100.0
McLean	16.5	7.7	51.0	.8	12.0	6.7	.4	100.0
Midont	14.3	1.2	69.0	2.9	8.0	2.3	.4	100.0
Sub Total	16.0	4.0	63.1	1.3	10.1	3.4	1.1	100.0
Oakley	12.7	--	57.0	1.4	15.5	--	1.4	100.0
Total East	14.3	8.4	51.9	2.6	12.4	4.0	1.7	100.0
West:								
Bala	14.8	14.6	31.0	1.0	7.0	2.7	2.3	100.0
Medora & Wood	12.8	3.6	68.7	1.6	6.1	2.6	4.0	100.0
Sub Total	13.3	6.8	57.6	1.4	6.4	3.7	10.3	100.0
Freeman	13.0	6.9	45.9	2.0	16.0	12.3	1.0	100.0
Total West	13.3	6.8	56.2	1.5	7.5	4.8	9.3	100.0
DISTRICT TOTAL	13.9	8.4	48.6	2.2	11.9	6.0	9.0	100.0

TABLE 103.

MUSKOKA AREA STUDY

GROSS EXPENDITURE PER \$1,000 OF EQUALIZED TAXABLE ASSESSMENT - 1966

Municipality	General Govern- ment %	Protection to Persons & Property %	Public Works Sanitation & Waste Removal %	Health %	Public Welfare %	Recreation & Community Service %	Sundry %	Total %
Central:								
Gravenhurst	21.9	20.7	23.1	3.8	13.5	8.1	8.9	100.0
Muskoka	41.6	2.2	40.7	4.9	5.9	1.7	3.0	100.0
Morrison	9.6	1.8	60.0	1.2	23.4	.3	3.7	100.0
Ryde	6.7	.1	85.7	—	5.0	—	2.5	100.0
Sub Total	23.2	9.0	42.9	3.1	12.8	3.7	5.3	100.0
Bracebridge	14.2	14.7	29.9	1.1	4.2	11.6	24.3	100.0
Macaulay	9.0	3.1	48.9	2.4	21.8	.4	14.4	100.0
Monck	15.8	4.3	58.5	5.6	11.4	3.1	1.3	100.0
Draper	8.5	1.3	77.1	1.5	5.4	1.7	4.4	100.0
Sub Total	13.3	9.8	43.5	2.1	7.5	7.5	16.3	100.0
Port Carling	16.8	14.5	35.6	2.9	4.8	10.0	15.4	100.0
Windsor	14.5	10.9	34.9	5.8	5.6	5.4	22.9	100.0
Watt	9.4	1.3	67.1	1.5	4.3	.8	15.6	100.0
Port Sydney	25.2	13.3	44.8	—	6.1	8.5	2.1	100.0
Stephenson	8.3	.7	74.1	2.8	7.1	2.8	4.2	100.0
Sub Total	12.7	6.4	56.1	2.4	5.3	4.9	12.2	100.0
Cardwell	13.3	1.9	79.8	.5	.8	—	3.7	100.0
Stisted	8.5	.9	85.5	.9	3.6	.4	.2	100.0
Sub Total	10.3	1.3	83.3	.8	2.5	.2	1.6	100.0
Total - Central	17.0	8.4	47.7	2.5	9.0	5.1	10.3	100.0
East:								
Huntsville	14.4	14.0	36.6	2.3	8.1	14.5	10.1	100.0
Chaffey	12.1	2.1	49.0	3.8	11.4	1.4	20.1	100.0
Brunel	11.3	1.5	59.9	3.6	15.3	1.4	6.9	100.0
Sub Total	13.3	9.1	43.3	2.9	10.0	9.1	12.2	100.0
Franklin	9.9	.9	82.3	1.9	3.3	.4	1.3	100.0
McLean	21.8	4.5	63.6	.1	3.7	5.6	.7	100.0
Ridout	19.0	3.9	68.8	2.8	4.1	1.4	—	100.0
Sub Total	14.7	2.5	74.8	1.6	3.6	1.9	.9	100.0
Oakley	11.8	—	82.2	1.2	1.9	—	2.9	100.0
Total - East	13.7	7.0	53.0	2.5	8.0	6.9	8.9	100.0
West:								
Bala	14.5	14.8	23.1	3.6	3.1	7.4	33.5	100.0
Medora & Wood	12.3	8.3	62.3	2.0	8.2	1.2	5.7	100.0
Sub Total	12.8	10.0	52.2	2.4	6.9	2.8	12.9	100.0
Freeman	15.0	9.7	38.1	3.1	2.5	23.1	8.5	100.0
Total - West	13.1	10.0	50.6	2.5	6.4	5.1	12.3	100.0
TOTAL - DISTRICT	15.4	8.1	49.8	2.5	8.2	5.6	10.4	100.0

Source: Financial Statements of municipalities listed.

TABLE 105.

MUSKOGEE AREA STUDY
RECONCILIATION - 1966

Municipality	Gross Expenditures	Attributed Provincial Credits	Debt Charges Recoverable	Other Recoverables	Net Expenditures	Per Capita, Other Grants & Payments	General Expenditures from Local Revenue	Prior Year Deficit	Reimburse	Tax Levy Excluding Education & Other Special Levies	Local Levy	Idiograms	Interest Penalties	Other Revenues	Miscellaneous Revenues	Prior Year Balance	+ Surplus or - Deficit on Reconciliation	- Surplus or + Deficit on Prior Year Balance
Central:																		
Gravenhurst	54,347	35,040	3,840	2,840	192,662	8,432	184,230	2,514	186,714	175,659	6,886	5,536	5,536	1,440	3,216	—	—	186,714
Muskoka	171,697	86,106	—	7,777	79,024	7,777	71,247	—	71,247	64,285	2,764	3,282	3,282	—	2,506	—	+ 413	71,247
Harrison	147,363	71,709	—	11,304	59,154	1,006	57,148	—	57,148	46,776	1,111	2,397	2,397	24	1,882	—	—	57,147
Ride	60,846	41,016	—	—	19,828	412	19,416	—	19,416	16,175	1,241	1,241	1,241	—	1,241	—	—	19,417
Sub Total	611,242	233,871	4,680	21,827	350,868	18,220	332,648	2,514	335,062	306,077	10,355	11,659	11,659	1,464	6,186	14,513	+ 371	335,061
Bracebridge																		
Bracebridge	304,024	14,734	47,781 2/	23,466	214,013	16,897	197,116	—	197,116	172,435	6,845	2,341	2,341	13,841	3,085	—	+ 305	197,119
Mosley	51,206	19,484	1,306	2,225 1/	32,426	2,530	29,896	—	29,896	22,655	389	541	541	35	864	3,000	+ 237	28,599
Monck	57,109	32,025	—	2,225 1/	62,859	2,530	60,329	—	60,329	40,758	718	792	792	—	—	—	+ 457	60,339
Draper	71,365	43,255	—	—	28,110	1,136	26,974	—	26,974	25,111	1,864	407	407	239	—	1,212	—	26,976
Sub Total	525,684	113,498	49,087	25,691	337,398	24,132	313,266	—	313,266	281,299	8,146	4,081	4,081	13,876	4,188	4,212	+ 496	313,073
Port Carling																		
Port Carling	91,565	16,668	4,523	45	70,929	1,525	69,404	—	69,404	68,544	427	968	968	1,145	124	—	+ 1,428	69,528 1/
Minden	12,417	1,640	—	1,640	10,777	1,640	9,137	—	9,137	8,792	30	159	159	410	79	2,852	—	9,942
Matt	57,197	42,159	—	777	14,221	1,681	12,540	—	12,540	11,786	754	754	754	—	—	—	—	12,540
Port Sydney	17,869	3,655	—	65	14,114	184	13,930	—	13,930	13,787	66	117	117	69	1,164	44,027	—	13,786
Stephenson	71,888	35,339	—	1,929	34,620	1,720	32,900	—	32,900	23,726	469	469	469	304	1,016	—	—	32,902
Sub Total	291,436	99,861	4,523	2,916	184,136	5,388	178,748	—	178,748	152,181	1,356	2,396	2,396	1,928	3,084	51,747	—	178,866 1/
Carleton Place																		
Carleton Place	30,124	18,712	—	263	11,149	245	10,904	—	10,904	8,863	2	163	163	—	642	—	—	10,904
Skidawood	47,678	33,800	—	251	13,877	775	13,102	—	13,102	14,783	136	233	233	2	496	80	—	12,987
Sub Total	77,802	52,512	—	614	24,667	1,020	23,647	—	23,647	23,646	138	396	396	2	1,138	80	—	23,691
Total - Central	1,506,168	499,751	58,300	51,048	897,069	48,815	848,254	2,514	850,768	763,203	19,975	18,532	18,532	17,270	14,596	70,552	- 201	850,567 1/
East:																		
Northville	304,635	66,692	17,258	8,481	212,204	19,011	193,193	—	193,193	180,154	11,713	4,728	4,728	5,516	4,673	7,350	—	193,195
Chaffey	132,702	47,964	—	291	84,447	9,467	75,280	—	75,280	67,003	4,141	1,083	1,083	5,516	1,267	10,889	—	75,278 1/
Brum	76,975	39,284	—	747	36,944	2,339	34,605	—	34,605	31,134	564	1,277	1,277	55	1,267	10,889	—	31,139
Sub Total	514,312	153,940	17,258	9,519	333,595	30,517	303,078	—	303,078	259,884	13,526	8,002	8,002	5,576	5,929	43,939	—	303,078
Franklin																		
Franklin	101,878	57,483	—	1,110	43,555	1,522	42,033	—	42,033	45,641	677	1,637	1,637	—	741	—	—	42,035
Franklin	27,453	14,515	—	124	12,938	713	12,225	—	12,225	11,326	111	281	281	—	1,152	—	—	12,224
Elmout	1,917	1,917	—	—	—	713	19,620	—	19,620	23,667	58	121	121	—	2,194	—	—	19,619
Sub Total	131,248	73,915	—	1,234	56,493	3,186	53,307	—	53,307	60,634	846	2,039	2,039	—	4,067	—	—	53,308
Oakley																		
Oakley	33,380	18,020	—	180	15,180	356	14,824	—	14,824	17,228	120	349	349	—	2	8,137	+ 3	14,825
Total - East	732,663	263,604	17,258	10,963	440,838	34,059	406,779	—	406,779	377,766	14,492	11,130	11,130	5,576	10,018	51,976	- 4,789	406,781
West:																		
Bala	119,789	10,464	10,690	2,645	95,990	2,475	93,515	—	93,515	71,188	72	2,807	2,807	2,029	425	16,480	—	93,515
Medora & Wood	347,228	118,319	—	8,519	220,390	3,941	216,449	—	216,449	184,296	2,221	3,881	3,881	2,424	1,139	14,684	+ 61	220,449 1/
Sub Total	467,017	128,783	10,690	11,164	316,380	6,416	309,964	—	309,964	284,956	2,293	6,688	6,688	2,423	1,564	31,174	+ 58	313,864 1/
Freeman																		
Freeman	61,860	16,800	3,818	168	41,074	2,207	38,867	—	38,867	30,299	790	1,232	1,232	22	5,117	8,588	—	38,866
Total - West	528,877	145,583	14,508	11,332	357,454	8,623	348,831	—	348,831	315,255	3,083	7,920	7,920	2,455	6,681	39,762	- 3	357,830 1/
TOTAL - DISTRICT	2,767,708	908,938	90,066	68,179 3/	1,695,361	91,697	1,603,664	2,514	1,606,178	1,456,224	37,550	37,642	37,642	25,301	31,295	162,290	- 4,993	1,610,807 1/ 2/
Adj. Total - District	2,762,544 3/	908,938	90,066	68,179 3/	1,695,361	91,697	1,603,664	2,514	1,606,178	1,456,224	37,550	37,642	37,642	25,301	31,295	162,290	- 4,993	1,610,807 1/ 2/ 3/

Source: Financial Statements of municipalities listed.

1/ Includes \$1,885 - Ontario's share of Local Improvements.

2/ Includes \$4,293 - Ontario Water Resources Commission.

3/ Includes \$3,104 - Fire charges, to avoid double accounting.

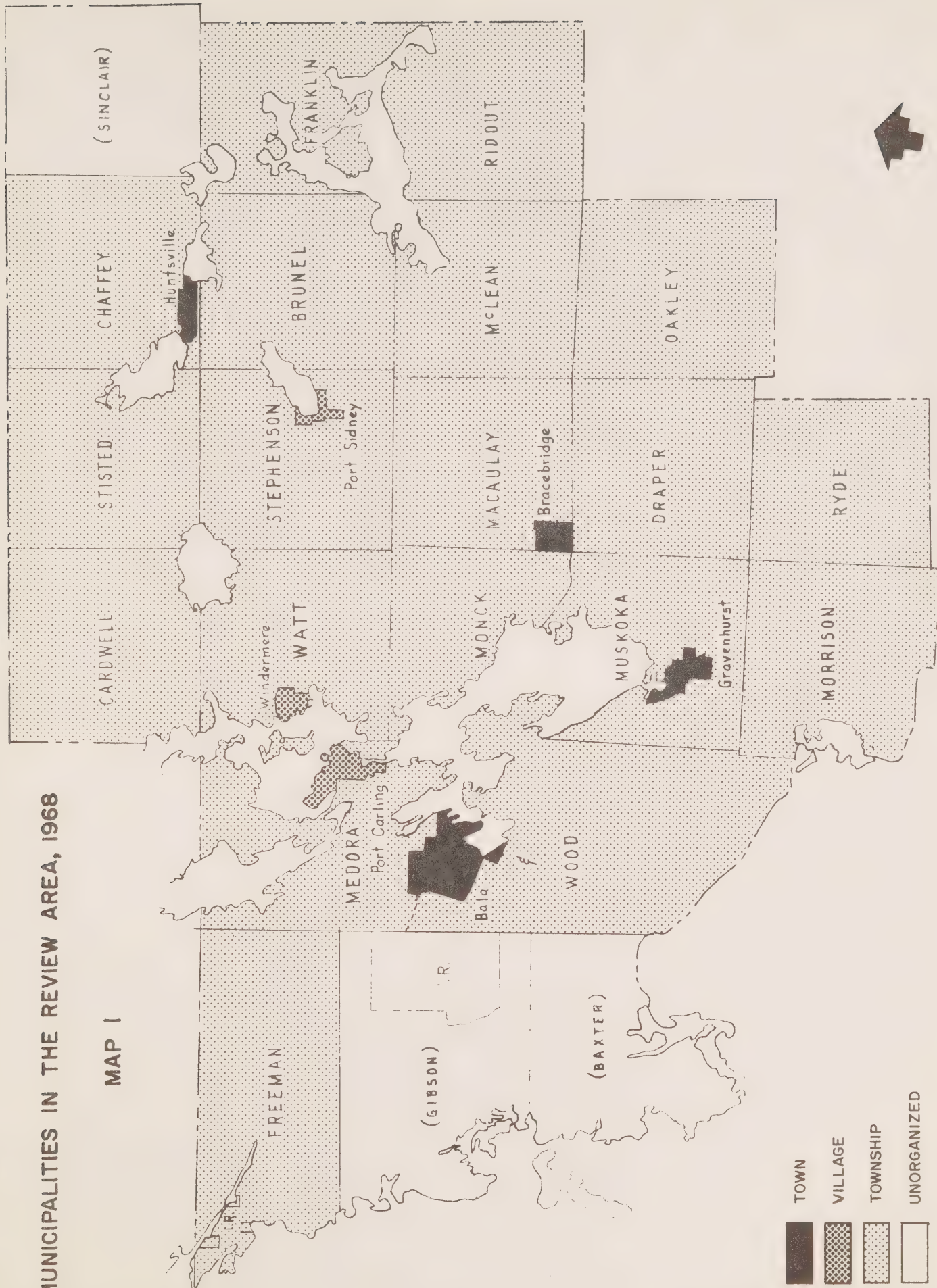
1/ \$4,000 Grant to Muskegon College Foundation shown as Education Expenditure

2/ \$ 124 Supplementary taxes added.

3/ Includes 1/ & 2/ above.

MUNICIPALITIES IN THE REVIEW AREA, 1968

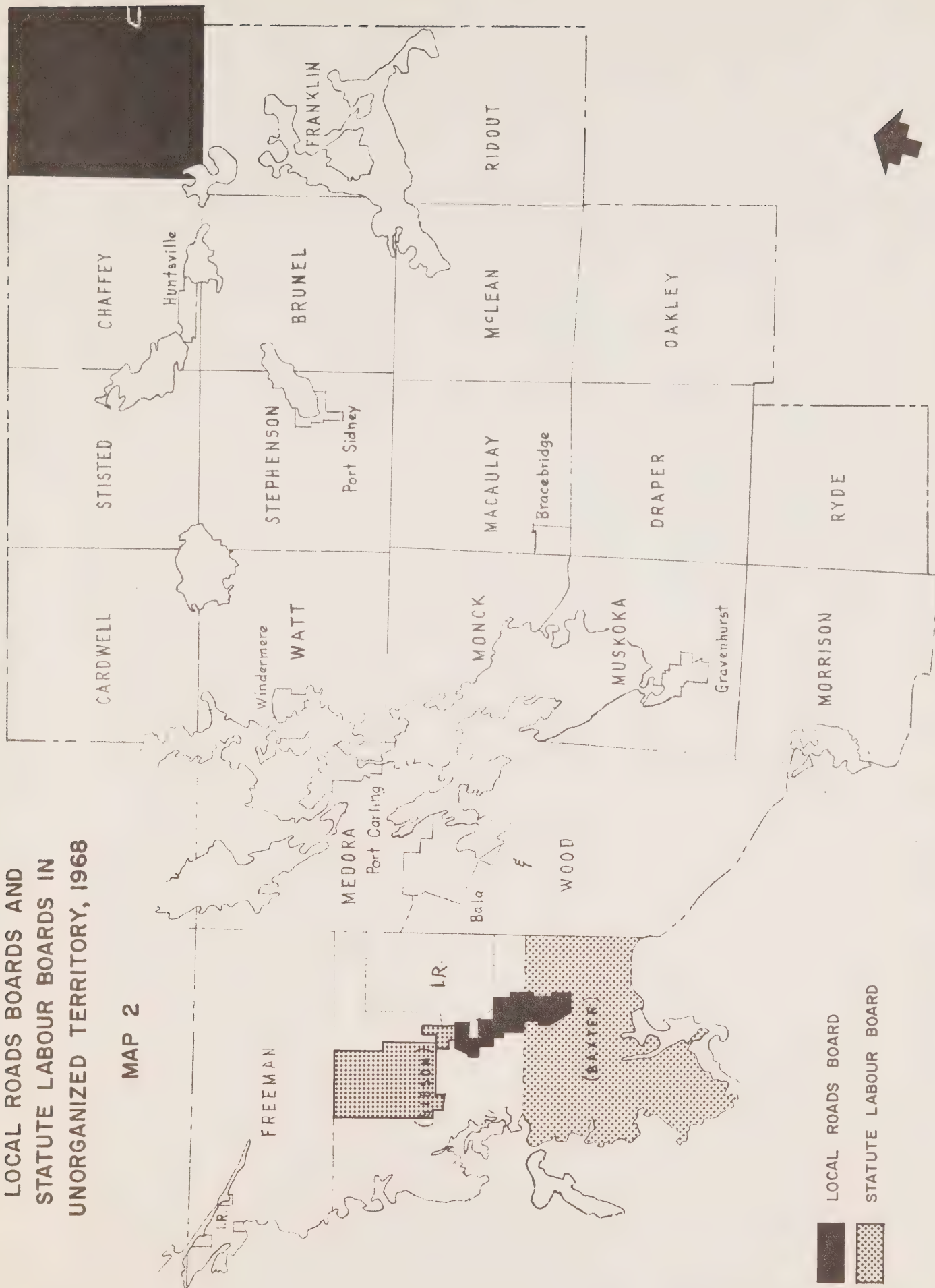
MAP I



- TOWN
- VILLAGE
- TOWNSHIP
- UNORGANIZED

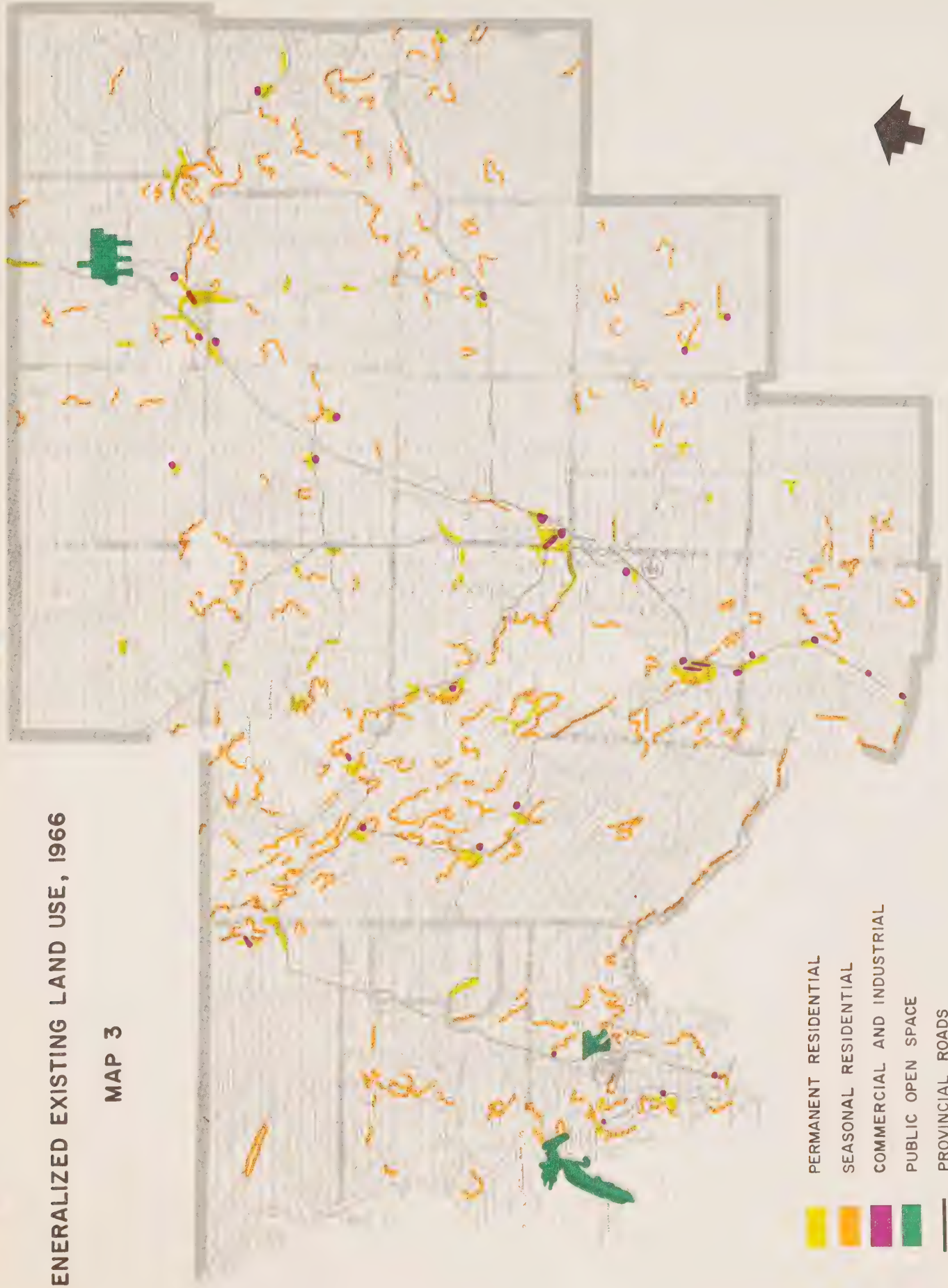
LOCAL ROADS BOARDS AND STATUTE LABOUR BOARDS IN UNORGANIZED TERRITORY, 1968

MAP 2



GENERALIZED EXISTING LAND USE, 1966

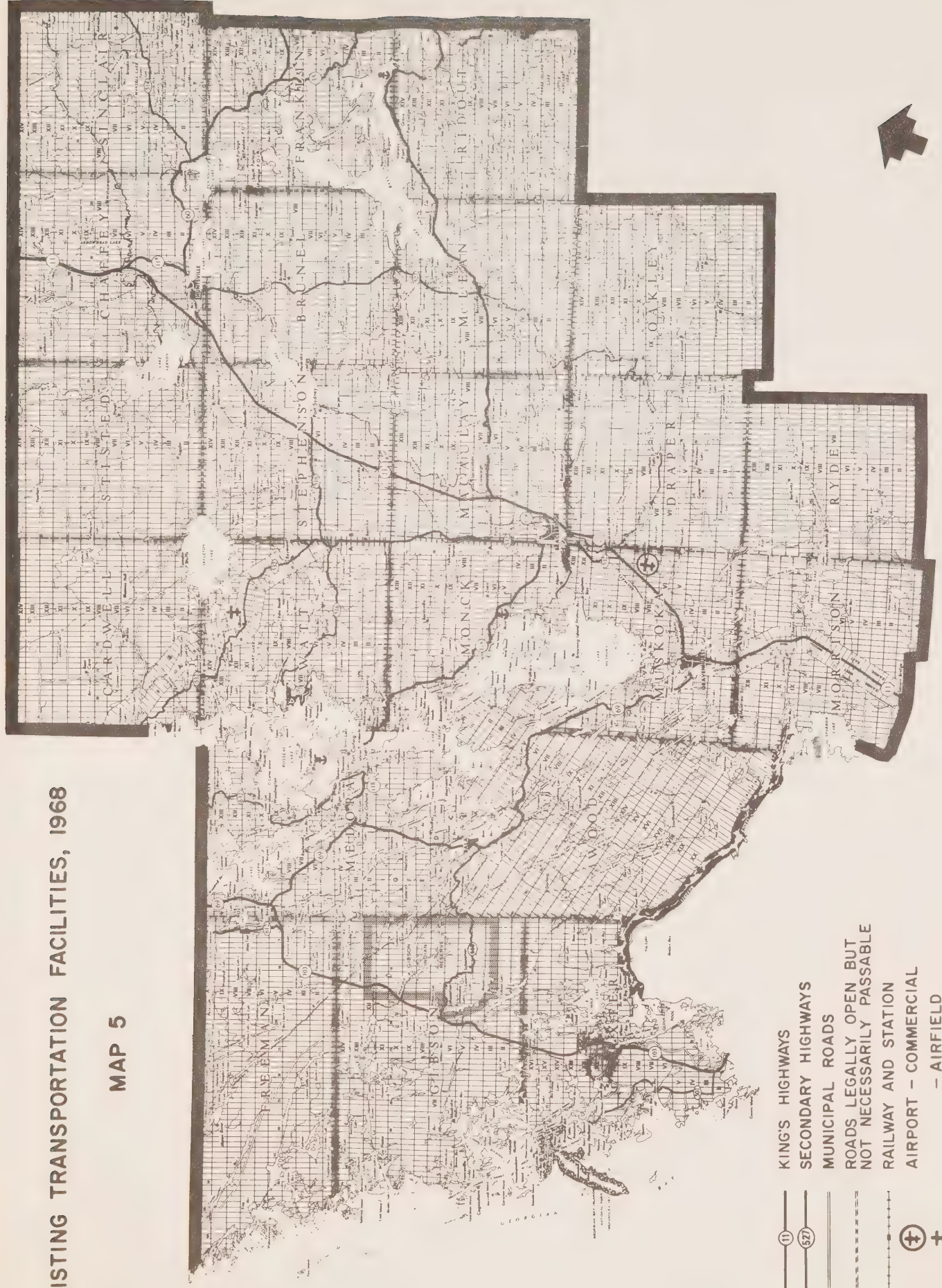
MAP 3



- PERMANENT RESIDENTIAL
- SEASONAL RESIDENTIAL
- COMMERCIAL AND INDUSTRIAL
- PUBLIC OPEN SPACE
- PROVINCIAL ROADS
- LOCAL ROADS

EXISTING TRANSPORTATION FACILITIES, 1968

MAP 5



POTENTIAL ROAD SYSTEM OF GREATER THAN
LOCAL BUT LESS THAN PROVINCIAL CONCERN

MAP 6

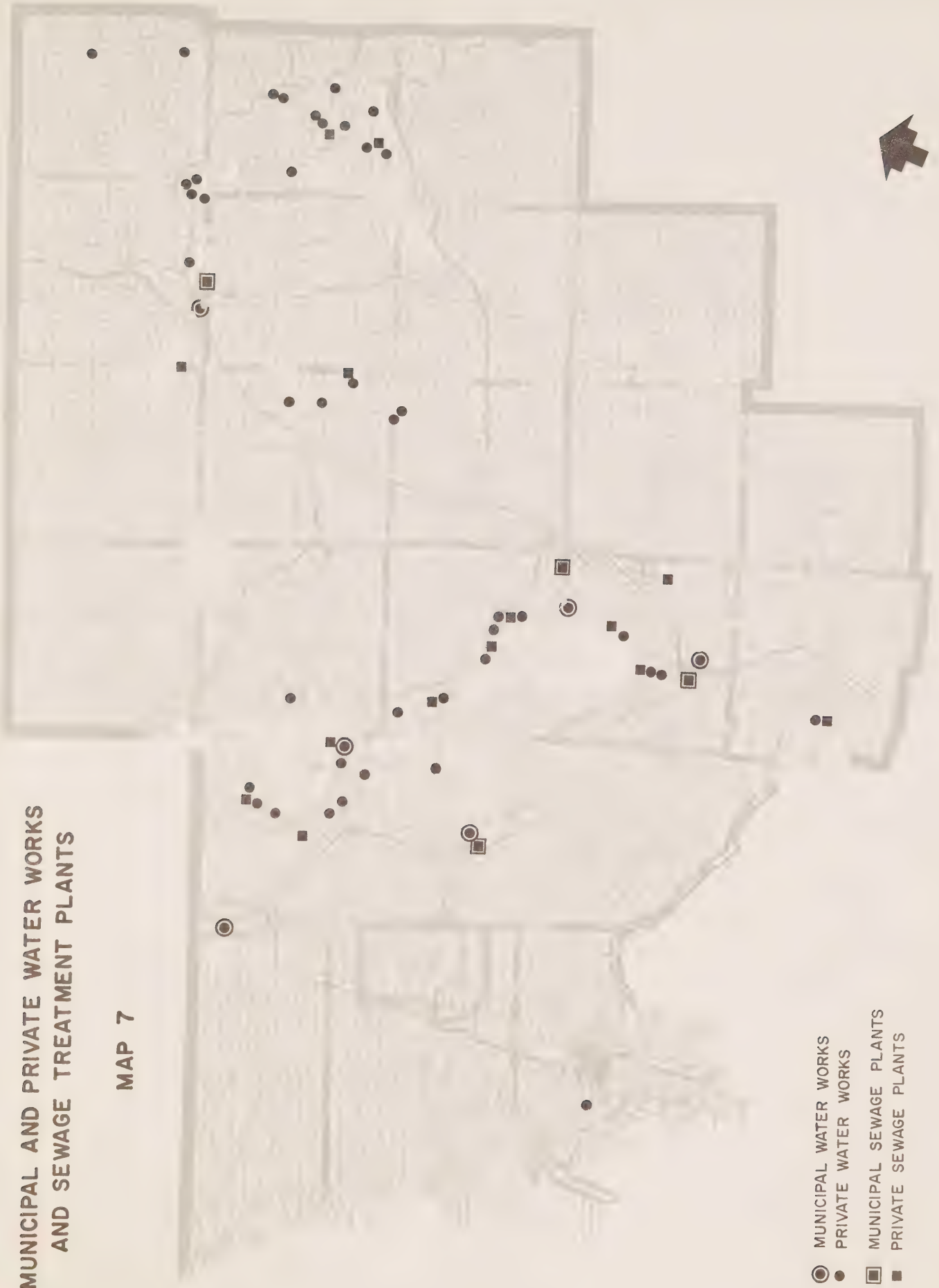
— POTENTIAL MUSKOKA DISTRICT ROADS



MUNICIPAL AND PRIVATE WATER WORKS AND SEWAGE TREATMENT PLANTS

MAP 7

- MUNICIPAL WATER WORKS
- PRIVATE WATER WORKS
- MUNICIPAL SEWAGE PLANTS
- PRIVATE SEWAGE PLANTS



APPENDIX A

DEPARTMENT OF MUNICIPAL AFFAIRS

801 Bay Street,
Toronto 5, Ontario,
May 10th, 1967.

Re: The Muskoka District Local
Government Review

Over the past three years representatives from the Department of Municipal Affairs have participated in the meetings of the Muskoka District Council about the many inter-municipal problems concerning the municipalities of the District arising from the seasonal and year-round cottage and resort development, and the more recent industrial growth that has begun to change the economic character of the area.

As a result of these deliberations, the Muskoka District Council, at its Annual Meeting in May 1966, adopted by formal resolution a proposal addressed to me supporting a local government study to be carried out along the lines of similar studies under way in other regions in the province, but having regard for the particular problems facing the municipalities of Muskoka.

Following further meetings to determine the procedures to be followed in the conduct of the study I was pleased to inform the Muskoka District Council in November 1966 that subject to the employment of qualified personnel, beginning with a Research Director, I would authorize the proposed study to be undertaken. Since that time a committee, to be known as the Muskoka District Local Government Review Study Committee, has been organized to serve as a liaison between representatives of the Department of Municipal Affairs and other provincial departments and the municipalities and the various organizations represented on the committee.

One of the first responsibilities of the Muskoka District Committee has been to assist in defining the Terms of Reference for the study.

Therefore, I am now able to announce that, in accordance with the provision of the legislation authorizing the Department to inaugurate

investigations into any of the affairs of any municipality, or group of municipalities, I have, as of today, instituted an inquiry to be known as The Muskoka District Local Government Review with the following Terms of Reference:

To inquire into and report upon -

- (a) the structure, organization, financing and methods of operation of all the municipalities and their local boards in the District of Muskoka;
- (b) all aspects of the functions and responsibilities of the existing local government institutions within the said area, and, in particular, without limiting the generality of the foregoing, inter-municipal relations and problems which concern or may concern any two or more of the municipal corporations or local boards having jurisdiction within the said area;
- (c) the anticipated future development of the area or other changes therein which may require reorganization or revision of the existing system of local government in the area;
- (d) the effect of present and anticipated future projects and operations of the national and provincial governments upon the responsibilities and resources of local government therein;
- (e) any other related matters, including an examination of boundaries, affecting the local government structure within the area.

I have also appointed, as the full-time Research Director of the study, Mr. Donald M. Paterson, M.A., who has served in a similar capacity for the Lakehead Local Government Review, and prior to that for the Local Government Review of Ottawa, Eastview and Carleton County Area. Mr. Paterson is a native of Ontario and a graduate of the University of Toronto. He holds an M.A. in Economics and a diploma in Town and Regional Planning. Over the past twelve years he has served in several responsible planning positions at the municipal level and was more recently, from 1959 to 1964, the Director of Research on the staff of the Metropolitan Toronto Planning Board where he undertook many studies related to municipal finance and local government organization.

During the first stage of the Muskoka District Local Government Review the Research Director, working with the local officials of the various municipalities and boards in the area, will assemble various statistics and other factual information from both local and provincial sources, leading to the preparation and distribution of a Data Book to be used in the preparation of briefs and submissions by the local councils, other organizations and individuals. Throughout this period the Research Director will remain in constant touch with the Muskoka District Local Government Review Study Committee. He will serve throughout as the secretary of the Commission.

Following the distribution of the Data Book the Commission will be appointed and will schedule public hearings throughout the District after allowing sufficient time for the preparation of briefs and opinions. Finally, the Commission having given consideration to the material obtained through research and submissions, will prepare and present its report and recommendations to the Minister and the municipalities.

The Department of Municipal Affairs will temporarily finance the Review, but after it has been completed the municipalities in the area will be required to reimburse the Province for half the cost. The municipalities will distribute their share among themselves in any manner which they consider equitable.

May I respectfully request that you convey this announcement to all local boards and commissions operating in your municipality. A letter similar to this has been sent directly to the secretary-treasurers of all school boards. Additional copies are available if required.

It is my sincere hope that full and continuous co-operation of all elected and appointed officials in each of the municipalities of the District will be extended to the Commission and its staff.

Yours very truly,

J. W. Spooner,
Minister.

APPENDIX B

Some Notes on Making a Submission to The Review

It is intended to hold the public hearings for the Review during the latter half of November, 1968. The exact times and places will be advertised later.

It is the desire of the Commissioner to receive the views of all who are concerned with the future of local government in Muskoka, to guide him in making his final recommendations. It is therefore intended to make it as easy as possible for those having opinions to submit them at the hearings.

Submissions of three kinds will be acceptable from local authorities, organizations and individuals: a written brief accompanied by personal discussion at the hearings; a written brief alone, without personal appearance at the hearings; and an oral submission presented at the hearings, unaccompanied by any written brief. Those submitting a written brief and also appearing at the hearings, will not be expected to read their brief during the hearing (the Commissioner will already have read it), but rather to discuss it with the Commissioner, so that he will fully understand the position taken. The hearings will be kept as informal as possible, to permit free and frank discussion of the points at issue.

It is hoped that most of the submissions will comprise a written brief accompanied by discussion at the hearings, for in this way the Commissioner will be given the best opportunity of gaining a full under-

standing and appreciation of the submission.

As to the form of a written brief, this is of much less importance than the content. Other things being equal, a brief that is well organized and presentable in appearance will be preferred of course. But a well-thought-out brief written on a few pieces of paper will be given more weight than a thick, handsomely-printed document which shows little serious thinking on the subject.

What is important is that the submissions come to grips with the essential issues facing local government in Muskoka. The Statement of Alternatives previously issued by the Review, and the subsequent questionnaire and workshop discussions on the alternatives should be considered, along with this research report, when preparing a submission.

Between now and the time of the public hearings, the Commissioner will publish a Preliminary Report about the end of September. That report will outline the main changes in the structure and functions of local government in the Review area which the Commissioner, at that time, is convinced are essential. Unless compelling arguments against these main changes are received in the submissions, they will form the basis for the Commissioner's final recommendations to be made early next year. Those making submissions will therefore have an opportunity at the public hearings in November to react to the main changes which will be proposed in the forthcoming Preliminary Report. It is hoped that the submissions

and the discussions at the public hearings will indicate clearly how acceptable are the main recommendations of the Preliminary Report. If they are generally acceptable, the submissions and discussions should then be able to concentrate on all the details of structure, organization and function which will not be dealt with in the Preliminary Report. In this way, local authorities, organizations and individuals throughout the Review area will be able to express their opinions on and thereby influence not only the main changes, but also the many detailed changes which the Commissioner will recommend in his Final Report.

Those intending to make submissions should as soon as possible inform the Review Office at Box 1229, Gravenhurst, Phone 687-331. In order to schedule the hearing times, it will be necessary that those wishing to appear make their intentions known to the Review no later than October 15th, 1968.

Written briefs should preferably be submitted in six copies, but a single copy will be acceptable. The Review cannot however, undertake to make additional copies available for further distribution. Any requests from the press or others for additional copies will therefore be referred to the authors. If a written brief is submitted, it will be assumed that the author will be prepared to appear at the public hearings and discuss it, unless exclusion from the hearings is specifically requested. Briefs to be accompanied by such an appearance at the hearings should be received

no later than November 8th, 1968, in order that the Commissioner may have an opportunity to read them all before the hearings commence. Other briefs will be received up to the end of November.

Following the hearings, copies of all the briefs received will be displayed in the Review Area so that anyone wishing to come and examine them will be able to do so. Additional statements of elaboration or rebuttal will be received up to the end of December from any local authority, organization or individual having made a submission.

Finally, the vital role of submissions in the Review process must be re-emphasized. If the Review is to result in sound recommendations which can be readily implemented, it is essential that the Commissioner be made fully aware of opinion throughout the Review Area, before he drafts his final recommendations. This can only be accomplished if all those with opinions on the subject make submissions.

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